JUNE MIDMONTHLY

# SURVEY

JOURNAL OF SOCIAL WORK

PALO ALTO PUBLIC LIBRARY READING ROOM

## SOCIAL WORKERS GROPE FOR UNITY

MEMBERS OF THE NATIONAL CONFERENCE DISCUSS THEIR PARTNERSHIP WITH GOVERNMENT IN EFFORTS TO MAKE AMERICAN LIFE MORE SECURE

Gertrude Springer—Helen Cody Baker

PALO ALTO PUBLIC LIBRARY READING ROOM

## FUTURE "MUSTS"

Harry L. Hopkins—Robert F. Wagner

## PUBLIC ASSISTANCE

Edith Abbott

## INDUSTRIAL RELATIONS

Frank Murphy

30 cents a copy 1937 $3.00 a year

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

## BOSTON COLLEGE SCHOOL OF SOCIAL WORK

*A Professional School*
*A Graduate School*
*A Catholic School*

Two years of social work training in theory and practice leading to a Master's degree.

FIRST YEAR CLASS LIMITED TO 40 STUDENTS, MEN AND WOMEN. SELECTION OF CANDIDATES NOW BEING MADE.

*First Semester* *Sept. 13, 1937*

*Address* THE DEAN
BOSTON COLLEGE SCHOOL
OF SOCIAL WORK
126 NEWBURY STREET, BOSTON, MASS.

CATALOGUE SENT ON REQUEST

## PENNSYLVANIA SCHOOL OF SOCIAL WORK

*AFFILIATED WITH*
*THE UNIVERSITY OF PENNSYLVANIA*

ADVANCED CURRICULUM

Advanced technical courses in supervision, teaching, social case work, psychological treatment of children. Open to graduates of accredited schools of social work who have had successful professional experience.

GRADUATE DEPARTMENT

Two years of professional training leading to the Master of Social Work degree. Open to graduates of accredited colleges and universities.

EXTENSION DEPARTMENT

Courses for employed social workers within commuting distance of Philadelphia. Open to individuals who have at least two years of college credit.

Fall semester begins September 29. Catalog on request.

311 SOUTH JUNIPER STREET, PHILADELPHIA

## The University of Chicago
### School of Social Service Administration

ACADEMIC YEAR 1937-38

*Autumn Quarter begins October 4*
*Winter Quarter begins January 3*
*Spring Quarter begins March 28*

SUMMER QUARTER, 1937

*First term, June 16 - July 21*
*Second term, July 22-August 27*

THE SOCIAL SERVICE REVIEW
Edited by GRACE ABBOTT
*A Professional Quarterly for Social Workers*

**Philanthropic Organizations Exclusively**

Our long list of prominent customers, whom we have supplied with merchandise, has been gained by prompt services and exceptionally low prices. We cordially invite your requisition.

No membership fees—no obligations.

**Morganstern Buying Service**
160 Fifth Avenue CHelsea 3-5675 New York, N. Y.

## USED BOOKS

*40% Off Regular Price*

for books displayed by our field workers. In good condition, but without that new look!

*For complete list write*

SURVEY ASSOCIATES, INC.
Book Order Department
112 E. 19th Street New York, N. Y.


THE SURVEY for June 1937, Vol. LXXIII, No. 6. Published monthly and copyright 1937 by SURVEY ASSOCIATES, Inc. Publication office, 762 East 21 Street, Brooklyn, N. Y. Executive offices 112 East 19 Street, New York. Price this issue 30 cts.; $3 a year; foreign postage, 50 cts extra; Canadian, 30 cts. Entered as second-class matter at the post office at Brooklyn, N. Y., under the Act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 26, 1918.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# THE MIDMONTHLY SURVEY

## SURVEY ASSOCIATES, INC.

*Publication Office:*
762 East 21 Street, Brooklyn, N. Y.

*Editorial Office:*
112 East 19 Street, New York

*To which all communications should be sent*

THE SURVEY—Monthly—$3.00 a Year
SURVEY GRAPHIC—Monthly—$3.00 a Year

LUCIUS R. EASTMAN, *president;* JULIAN W. MACK, JOSEPH P. CHAMBERLAIN, JOHN PALMER GAVIT, *vice-presidents;* ANN REED BRENNER, *secretary.*

PAUL KELLOGG, *editor.*

MARY ROSS, BEULAH AMIDON, ANN REED BRENNER, JOHN PALMER GAVIT, LOULA D. LASKER, FLORENCE LOEB KELLOGG, GERTRUDE SPRINGER, VICTOR WEYBRIGHT, LEON WHIPPLE, *associate editors;* RUTH A. LERRIGO, HELEN CHAMBERLAIN, *assistant editors.*

EDWARD T. DEVINE, GRAHAM TAYLOR, HAVEN EMERSON, M.D., JOANNA C. COLCORD, RUSSELL H. KURTZ, *contributing editors.*

MOLLIE CONDON, *circulation manager;* MARY R. ANDERSON, *advertising manager.*

JUNE 1937 CONTENTS VOL. LXXIII No. 6

Social Workers Grope for Unity ..... GERTRUDE SPRINGER AND HELEN CODY BAKER 179

Public Assistance ..... EDITH ABBOTT 181

Future "Musts" ..... HARRY L. HOPKINS—ROBERT F. WAGNER 182-183

Industrial Relations ..... FRANK MURPHY 184

This Year and Next ..... 186

For the Children of Spain ..... 191

The Common Welfare ..... 192
Next Steps in Federal Relief • Citizens' Job • Security Upheld • Class of 1937 • Labor Standards • And So On

The Social Front ..... 194
Relief • The Insurances • The Labor Front • Public Assistance • Adult Education • Youth • Child Welfare • The Public's Health • Hospitals • Dollars and Doctors • Interpretation • Professional • People and Things • The Pamphlet Shelf

Readers Write ..... 203

Book Reviews ..... 204

© Survey Associates, Inc.

# So They Say

• A boy has a right to make a mistake.—SANFORD BATES, *director, Boys' Club of America.*

• We shall never be rich enough to repeat the mistakes of the past.—DR. HAVEN EMERSON, *study director, Hospital Survey of New York.*

• News by radio can't take the place of a newspaper. You can't hunt it up later to settle an argument.—*The Beacon-Journal, Akron, Ohio.*

• We approach the ultimate questions of life in the spirit of a man who has overslept and is trying to catch a train.—PROF. WILLIAM ADAMS BROWN, *Union Theological Seminary.*

• Progress, we must remember, is not the mere correction of evils. Progress is the constant replacing of the best there is with something still better.—EDWARD A. FILENE, *Boston.*

• I am asked to talk about that simple question—the transition from emergency relief to relief on a permanent basis. I hope I live that long!—EDMUND B. BUTLER, *secretary, the New York City Emergency Relief Bureau.*

• However far the present drift toward dictatorships may go, it is not a change in the course of social evolution, but a temporary eddy. It remains true that the essential process of civilized society is a common search for fairness and reasonableness, and not reliance on arbitrary power.—ARTHUR E. MORGAN *in Antioch Notes.*

• Personality is the individual's social stimulus value.—DR. WILLIAM HEALY, *Boston, in Salmon Memorial Lectures.*

• As we inspect the state of learning in America we discover that the higher it gets the more confused it becomes.—ROBERT M. HUTCHINS, *in Progressive Education.*

• The endowed university that yields to the clamor of the press, of the public, or even of its graduates, abandons the sole claim that it has to their support.—JAMES B. CONANT, *president, Harvard University.*

• The real aggressor (in war) is the one who so arranges matters that the other must strike the first blow or suffer something almost as unbearable as defeat would be.—PROF. ROBERT MCELROY, *Oxford University.*

• In your devotion to freedom, you appear to forget too often that liberty is not inevitably accompanied by intelligence and self-restraint.—HAROLD S. BUTTENHEIM *to the International Conference on Land Value Taxation, London.*

• American democracy is ultimately based on the ideal of the greatest goods sold to the greatest number, and that is where the common man, representing the greatest number comes in.—LIN YUTANG *in Hearst's International-Cosmopolitan.*

• Impatience is a phase of violence.—MAHATMA GANDHI *in Modern Indian Thought (Bombay, 1932).*

• Knowledge is the only thing that can enrich but cannot be taken from one.—IGNACE JAN PADEREWSKI, *in The Saturday Evening Post.*

• There never yet was a teacher who could teach lies without his students knowing it—LLOYD K. GARRISON, *dean, University of Wisconsin Law School.*

• I have often noticed that people redouble their zeal when they lose sight of their ends.—DOROTHY THOMPSON, *lecturing at the New School for Social Research, New York.*

• I must confess that I have always loved knowledge only as a means to an end, but truth I have always loved for its own sake.—THOMAS MANN, *German author, to The University in Exile.*

• Short of homicide, a man has practically no chance of outliving his wife; females, after attaining a certain age, become almost immortal.—DR. EARNEST A. HOOTON, *professor of anthropology, Harvard University.*

• In spite of the democratic idea of equality of men, proclaimed in the American constitution as one of its basic principles, there are probably no other people so interested in individual accomplishments . . . and as ready to honor such individuals in every way as the Americans.—KURT LEWIN, *State University of Iowa.*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Elected president for the Seattle meeting in 1938 of the National Conference of Social Work is Solomon Lowenstein (above), executive vice-president of the Federation for the Support of Jewish Philanthropic Societies of New York City. Many other organizations have the benefit of Mr. Lowenstein's cooperation, as this magazine well knows, for he is an active member of the board of directors of Survey Associates, Inc. (Left) Looking ahead to 1939, Paul Kellogg, editor of *The Midmonthly Survey* and *Survey Graphic*, has been nominated for president of the conference meeting that year in Buffalo.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE SURVEY

JUNE 1937

VOL. LXXIII NO. 6

# Social Workers Grope for Unity

By GERTRUDE SPRINGER and HELEN CODY BAKER

GROPING for direction in thought, in action and in practice on their changing jobs, the social workers of America assembled in Indianapolis the last week in May for the sixty-fourth annual meeting of the National Conference of Social Work. It was a groping conference in more ways than one. Taxing to the utmost every facility of the city, the social workers first groped their way in steadily mounting heat through noisy traffic-burdened streets to widely scattered meeting places; they groped their way through a program which has resisted all efforts at simplification and which seems to grow every year more crowded and intricate, and finally worked their way through toward a clarification of their philosophies and objectives. At the end of the week they turned their faces north, east, south and west with probably more sense of unity than has resulted from any conference of recent years.

Physically it was an uncomfortable conference. This was not the fault of Indianapolis but of "our own inordinate size" which has outgrown the capacity for hospitality of all but a few cities the country over and has narrowed the choice to a hard-boiled counting of hotel rooms and meeting places. The physical confusion registered itself in the temper of the meetings for the first two days. Delegates were jittery. They gave up trying to find the meetings they wanted and wandered in and out of any that were handy. They took no chances on relatively unknown speakers but crowded in on "big names," and if the big names did not deliver promptly to their liking, they crowded out again. It was no reflection on a speaker if he lost his audience during those first two days; every speaker suffered the same experience.

For the rest of the week, the conference steadied down and found itself. Discomforts were accepted and laughed off; manners, at least reasonable manners, reasserted themselves, and the whole big gathering took on form which opened the way to its substance. There is no denying however that physically the conference has burst its buttons and must find some way of making itself more comfortable, else of its own weight it will fall apart as the representative sounding board of social work. It might be said here that the conference officers are fully aware of this situation and that a special committee has been at work for a year studying the whole subject of the place of the annual meeting in relation to size and present method of financing. This committee, which will report next year in Seattle, is considering various possibilities, among them the selection of four adequately equipped cities in four different regions, the conference to rotate among them.

Meantime, lest conference goers become discouraged, assurance is given that Seattle is prepared to take care of any crowd that reasonably can be expected so far from the center of social work population. Moreover Seattle proposes to drive and drive hard, for a program with enough nooks and crannies in it to leave room for the expression of Seattle hospitality and the enjoyment of Seattle scenery. Buffalo, chosen by the hard-pressed time and place committee for the 1939 meeting, has two years to prepare and promises that it will meet the challenge even if it has to bring in the big lake steamers and operate them as hotels. "Meet me at the life boat," may be the slogan of the Buffalo meeting. Stranger things have happened.

EMOTIONALLY speaking this was not an exciting conference. There was no hoop-la or hero worship, no sharp controversy to line up social workers in different camps. And this in spite of the journalistic efforts of the local newspapers to read political implications into this utterance or that and to watch hopefully for some one to "slap back" at a previous speaker. There was plenty of mental reservation over the premises of various speakers and plenty of off-stage discussion of what they had to say. But there was no public slapping back. Social workers have either gained more tolerance or they realize that, with the whole broad program of social welfare in the balance in public opinion and in Congress, public controversy in their own ranks will do their cause no good.

It is possible too that the conference has lost in emotion from a change in tempo in what might be described as the youth movement. The rank-and-file group which established its identity at the Kansas City conference in 1934, and which has been a yeasty element ever since, was this



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

year less concerned with converting the conference body to its beliefs and policies and more concerned with identifying itself with organized labor. Its daily bulletin was called Trade Union Notes and its organization was changed to conform to trade union methods. At its delegate meeting the National Coordinating Committee of Social Service Employe Groups—formal name of the rank-and-filers—voted to dissolve. To quote: "Its organizing function will be assumed by the public and private agency unions in the field. Locals of the American Federation of State, County, and Municipal Employes throughout the country will provide centers of information and guidance for public agency workers as yet unorganized. The Social Service Employes Unions of New York and Chicago will serve similarly for workers in private social agencies.

"The responsibility for rank-and-file activities at future national conferences will be assumed by an elected trade union committee."

THE programs of this associate group turned, largely, on broad bases of economic and political philosophy, good for the head no doubt but not so stirring to the emotions. It seemed too that its developing leadership, or at least its program timber, was coming more from its converts from "the old-line crowd" than from youth itself—chronologically speaking. "Why do they have to have so many grown-ups?" queried an observer who frankly missed the "fizz" of the earlier manifestations of the youth movement.

The youth movement within the conference is not as clearly defined as it was three years ago. For one thing the insurgents of Kansas City are three years older; three sobering years for youth or anyone else. Out of the colleges and professional schools into the conference and social work have come large numbers of young people who have chosen social work as their calling. They face its realism and limitations philosophically, and their present leges and professional schools into the conference and or even toward professional solidarity than toward personal professional competence. On the other hand there was at the conference this year a gathering of zestful students of schools of social work, who came from near and far, some of them on the proverbial shoestring, to discuss means of furthering student organization, locally and nationally, to participate in shaping the curricula of the schools. Curiously enough the one formal meeting of this enthusiastic group was addressed by a professor with the result, common to most meetings, that there was little or no time left for the desired discussion.

Because of their obligation to see the conference whole, these two chroniclers of the annual conclave of social workers often are asked, "Well, what is the keynote?" The answer is never easy—is sometimes impossible. If it had to be put in a word for the Indianapolis meeting, that word would be "Interdependence." If three words were allowed, they would be "Integrate or perish." For if the long and complicated program jelled at any one point, it was in the realization that no one can go it alone. In every aspect of conference concern there was evidence that the barriers that have hedged off public and private areas of activity, specialized skills, lay and professional concerns, large and small units of administration, and the rest—are gradually but definitely going down. They are giving place to an emerging awareness that no activity, no skill, no traditional concern will count for much or perhaps even survive unless it finds its place and adjusts itself to the furthering of the common cause of security for the mass of the American people.

This was a public welfare conference, not in any narrow sense but in the large sense of partnership between goverment and organized social forces. There were differences, plenty of them, about ways and means, methods and procedures, emphasis on next steps and so on, but at bottom a new unity was crystallizing. There was a firm core of agreement that American life can and must be made more secure within the framework of American institutions, and that all the skills developed by social work through the years must be utilized and directed to that end, with each giving and taking, learning and adapting.

Right here, it seemed to these two observers, was the confluence of the main streams of conference thought. To trace those streams back through the multitude of meetings

News photographs courtesy *Indianapolis Star*

**Unselected sampling of genus social worker, species mixed; often found in this habitat, usually in large masses.**



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

## President Edith Abbott

SOCIAL workers today are not willing to settle down and accept any permanent or chronic hand-to-mouth life of dependency for large numbers of people. Unfortunately instead of efforts to continue the breaking up of the mass relief pool, in line with the general trend in the public assistance program, we had a fatal turning back of the wheels of progress when our leaders in Washington, after an experience of two and a half years, suddenly announced the end of federal aid except for work relief, and the handing back of the complicated program of general home assistance to the local authorities. The resources of the minor local and state governments could not, of course, carry this load adequately, especially at the same time that they were being pressed to develop the social security program. . . .

The federal government's withdrawal from the home assistance program led to the chaos in which we now find ourselves. The whole relief program has collapsed in many areas. Competent workers have been dismissed and those people who had been our clients are now nobody's responsibility. "We are none of us equal to the cause we profess." If we were, we should have been able to present the case for this basic program and make the President and the Congress see what the social workers of this country have seen during the past year—the homes without food and without fuel in bitter weather, children too hungry to go to school, whole families without warm clothing and bedding, the people without provisions for medical care, and the evictions that have gone on so relentlessly. If we had been able to tell our story, we should have had federal aid again long before this.

DARK AS THE PICTURE IS, WE DO NOT want merely new relief funds. We want a continued development of new methods of abolishing relief by making other and better provisions for those now in despair of their release. What we need now are new categories. We must, for example, find a way to do something better for that great category mislabeled unemployables, a large proportion of whom are really employables —or near-employables at any rate. This hard and fast division between the work relief program and the so-called direct relief program has been carried too far, and somewhere there must be an authority with funds to help the large numbers of men and women now labeled unemployables, who can, with the right kind of help in the way of retraining, be brought back to employable level. Distinctions between work relief and home assistance disappear when we consider the great problem of prevention and the importance of refusing to accept relief as a proper way of life for several millions of our people. . . .

OTHERS CALLING URGENTLY FOR HELP ARE those in need of special care for invalidity—those suffering from chronic illness—who should be cared for on the basis of sickness and invalidity and not as families in a general relief pool. . . .

The tragic era called the depression is now slowly drawing to its close. We have come out of the Slough of Despond into the Valley of Decision. We know that our great objective is the complete liquidation of the great relief pool. We are determined that the near-employables shall be made employables. We are convinced that our administrators instead of being urged to give their time to spreading relief thin, must be allowed to spend that time constructively in working out methods of retraining and finding opportunities of reemployment. We are concerned about relief, but we are concerned still more about abolishing the need for relief.

and of papers and addresses is not easy. Certainly many equally competent observers would not agree as to their course or their significance. It seemed to us however that the springs of major conference concern were tapped by speakers at the general sessions: by Edith Abbott of Chicago in her presidential address, Public Assistance—Whither Bound; by Senator Robert F. Wagner of New York, speaking on Requirements for Permanent Security; by Charles P. Taft of Cincinnati, on Public Welfare and Efficiency in Government and by Governor Frank Murphy of Michigan, on Economic and Social Forces and Industrial Relations. These were the general topics, broken down into details as the week wore on.

The conference opened formally on a Sunday night in a vast bare tabernacle crowded to the doors. This was the pulpit of a popular radio evangelist, some of whose followers had come expecting to hear him. Hence the wailing baby and the barking dog whose lamentations occasionally punctuated Miss Abbott's address but never her aplomb. With its past presidents in the front row on the rostrum—including Amos W. Butler (1907) and Edward T. Devine (1906)—the great gathering was opened with an invocation by Bishop Joseph E. Ritter of the Roman Catholic Diocese of Indianapolis, and welcomed by Governor M. Clifford Townsend of Indiana. Presiding was Hugh McK. Landon, chairman of the hardworking local committee on arrangements which filled the rostrum.

The subject of Miss Abbott's address was in a field in which her forthright views are well known. It was confidently believed that she would let the chips fall where they would—and she did. With due respect to the beginnings of a social security program and revival of the historic principle of public responsibility for those in need, she asserted that "the inadequate foundation of uncertain pauper relief on which millions of people depend for their only security, means that we have been building our house upon the sands." Tracing the development of better care for special groups—"labeled in the rather grand New York manner 'categorical relief' "—and the rise of state funds to supplement inadequate local resources, she pointed out that there have always remained great numbers in need, cared for in makeshift ways. She gave credit to the FERA accomplishment, which "poor as the relief level was, gave the four million families something better for a time than some of them had ever known before and better than they have known in most states since that tragic decision of the federal administrator and his chief to end this business of relief" and to turn direct relief back to the communities.

Miss Abbott denied "as no argument at all" the argument that relief for "unemployables" is traditionally a



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

## Senator Robert F. Wagner

**IN the federal social security act is embodied the most concentrated effort made by any nation to alleviate the hazards of modern industrial life. Upon that foundation we have just commenced to build. We must extend the act to those groups as yet uncovered by its provisions. We must develop a higher standard of comfort for the old, a wider margin of protection for the unemployed, a more far-reaching system of aid to the crippled and the destitute. Vocational rehabilitation, a more pressing need now than ever before, must be pushed forward. Methods must be devised shortly for removing the risks which the wage earner faces through ill health. Vistas of human achievement stretch before us, awaiting only our will to achieve.**

**Experience has taught us that a program's merits do not insure its adoption. The future of low rent housing, of social security, of industrial justice, depends upon the energy, the determination, and the resourcefulness of those who are fighting for social progress in America.**

state or local responsibility: "Only yesterday work relief was also traditionally a local program. There is absolutely no reason in theory or common sense why the federal government should aid the states in work relief and not in the general home assistance program." But what is needed, she said, is not merely more relief but more and new ways of removing people from the "great relief pool"; more categories—for the chronically ill for example; retraining for employables and near-employables; better ways of finding jobs for those on relief rolls. As to standards of relief:

> The greatest difficulty in getting decent standards comes from the low wages and the inadequate incomes of the families just above the relief level. If the independent wage earners are not able to earn even the minimum of subsistence, we shall not be allowed to give adequate care to families supported by the help of public funds. . . . To find some way to help that group, who are above the relief level, but below the minimum standard of living, is the great problem that the social worker and the community must find a way to solve together.

But what about funds to finance an adequate public assistance program, Miss Abbott asked and answered:

> It is one of the tragedies of our democracy that taxes are so often large enough for many of the most urgent needs, but that these great funds are not used for the people's benefit. First, there is that enormous section of the federal taxes that goes for the army and navy, the Veterans' Administration, the national debt incurred for war purposes, and all the other expenditures for past and future wars. Then there is all the money wasted to reward the political friends of the successful party. I am sure you will agree that this is the real boondoggling. . . . It is like a great sieve letting the tax collected funds disappear. You know how it is even in the new social security program which we have been watching so anxiously. Here, there, and everywhere, political friends of somebody are appointed as administrators of old age pensions, administrators of child welfare, administrators of this or that, and then we are told that some social worker will be appointed as an assistant to do the work. The money is there, but it is thrown away. . . . Is it unreasonable then to ask for enough to give the people a little hope of security? At any rate we are going to ask for more money from taxes, and some other interests can take less.

Senator Wagner's speech at the second evening meeting—and incidentally all the general sessions "played to capacity"—came only a few hours after the Supreme Court decision upholding major sections of the social security act. As the sponsor of that act he was given a welcome that must have been startling to the rafters of the big bleak tabernacle. Social workers long have looked to Senator Wagner for leadership in social legislation, and he gave the conference a lift that lasted through the entire week by pledging his influence toward the establishment of a federal department of public welfare in the President's cabinet and toward child labor legislation, and by staking his judgment that a form of health insurance "can be worked out that will be satisfactory both to the public and the physicians."

On the same program with Senator Wagner was Mayor Neville Miller of Louisville who told of the welfare problems created by last January's floods—"our mid-winter damp spell"—and the community of effort that dealt with them. He pointed out that in dollars and cents a flood is less expensive than a full-blown strike. So rosily did he paint the picture of Louisville's recovery that a flood seemed almost a blessing.

The following evening, Tuesday night of conference week, again brought two speakers to the platform, Charles P. Taft of Cincinnati and Mordecai Johnson, president of Howard University, Washington, D. C. Mr. Taft, whose subject was Public Welfare and Efficiency in Government, was of the opinion that in the whole matter of unemployment, "the root of our problems today," there can be no coordinated governmental effort until "the governments, from Washington to the townships and villages, think of themselves as partners." More than that, employers, the unemployed and the run of the mill people of each and every community must be taken into a partnership of understanding with all the social agencies, public and private, dealing with the problem. "The democratic way is to educate us all about the facts and then to plan our attack and mobilize everybody in the community. . . . Educate the public in plain simple words, not the shop talk that saves your own time."

Mr. Taft is a firm believer in the function of lay boards, committees and volunteer workers as interpreters:

> If you build up over a period of years real lay committees and volunteer workers, you won't need to worry about public relations. They will interpret your work for you and they will multiply your hands. They are likely to be individualists; you can't bawl them out or order them around, and they are sometimes nuisances; but they are nevertheless a cross section of the people of the United States, and you had better learn to make them your friends and helpers if you really want social work to play the part it can in healing the wounds of our machine age.

Dr. Johnson, in a deeply moving address, pleaded for economic opportunity for Negroes who had suffered during the depression out of all proportion to their numbers, and whose mass migration northward has transferred to northern cities the so-called race problem:

> It should be the policy of every northern city to open employment to every human being on the basis of ability and standing. . . . It is a serious and solemn obligation on the



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

party in power to set the Negro peon and the poor white tenant slave free economically. If the party does not attempt that it will be haunted to the day of its inevitable death.

At the final evening meeting of the conference, Governor Murphy, fresh from the auto strikes of Michigan, asserted that the one outstanding failure in efficiency in American industrial organization has been "in the relationships between the two groups who together run industry—the employers and the employes." He discussed strikes as an index of the status of industrial relations, went on record as "unable to endorse" proposals for compulsory arbitration of industrial disputes, and outlined the role of government as the agent of the public interest in such disputes. He summarized the role of government as a mutual friend, intelligent moderator and active participant with labor and employers in finding a solution and reiterated his faith that "the peaceful way is the right way."

Although Harry L. Hopkins, Works Progress administrator, spoke under the auspices of the American Public Welfare Association and not of the conference proper, his address gave to the association's big dinner all the interest and impact of a general session. Mr. Hopkins' topic was The Works Program, but he had little to say bearing directly on it. Rather he argued for "a permanent social policy, not only to mitigate the evils of unemployment, but also to provide for those who are unable to find work inside the economic system." He discussed at some length the necessity of extending and strengthening the coverage of the social security act and emphasized his belief that "any unemployment insurance is a step forward so long as we realize that it acts only as a first line of defense and must be supported by other means of helping the unemployed."

Mr. Hopkins studiously ignored all the challenging gloves that had been cast in his direction during the week and entered into no discussion whatever of the question of federal funds for direct relief. This, it might be added, to the disappointment of those who had anticipated if not actually hoped for a revival of the controversy over federal responsibility for relief that ran through the conference last year in Atlantic City. With the WPA appropriation on the floor of Congress and the whole program in the balance, Mr. Hopkins perhaps had enough argument on his hands without taking on the social workers.

In attempting to trace major currents of interest through the conference it is not possible to stick to the divisions of subject matter as indicated by the section and committee programs. It didn't work that way. Anyone who expected to get the full range of discussion of a subject by following a single section found, long before the end of the week, that he was missing some pretty important contributions. Take, for example, the subject of public assistance. Against the backdrop of Miss Abbott's presidential address that subject, in one aspect or another, ran through two or three sections and as many committees.

In considering the "great relief pool" the social workers at this conference gave less attention to analyzing the size and content of the pool—all of which they knew too well—than to proposals for liquidating it and to problems of administration, planning and finance, not only of relief but of all public assistance. Charlotte Carr, executive director of the New York City Emergency Relief Bureau, set the stage when she said, "Public relief must now meet the challenge of contraction. Its expansion was not planned; its contraction must be, as it is related to a permanent set-up."

Miss Carr reviewed the methods of reducing the relief pool in New York, and concluded that unemployment insurance offers the most impressive prospect.

But the answer to much of the relief problem, Miss Carr holds, is not in security services or in bigger and better relief, but in better labor conditions and higher wages:

I am tired of hearing of minimum wages. I want to hear of maximum wages to enable men to care for their own families and to meet their own needs, including unemployment. As for large families now on relief—if they are to be removed from the relief rolls, wages must be higher than any minimum figure that I have yet heard proposed.

In more than one conference session William Hodson, commissioner of public welfare in New York City, urged the proposal, first broached last year, of a presidential commission "to study the baffling national problem called relief and unemployment." To the American Association of Social Workers he posed some of the questions that are perplexing the whole country and said:

The time has come when the President should bring to his aid the best brains of the country to study this national problem. We need such study, not only by government officials but by the ablest private citizens and recognized experts in the fields of finance, economics, industry and social work who can be brought together in a presidential commission along the general lines outlined in the Murray-Hatch resolution now pending in the U. S. Senate.

Such a commission will need time and money to undertake this monumental task of study, analysis and program making. This is no job for politicians and headline hunters; the solution of this problem requires the highest type of statesmanship and its work can be made of inestimable value to the country. It may take a year or longer to do this job—it will certainly cost more than $50,000 if the work is properly done, but it will be worth its weight in gold if it gives the nation a true appraisal of the situation and some sound leads for future action.

The persistence of the idea that unemployment is a temporary phenomenon calling only for emergency treatment is a serious handicap to dealing with it, said Joanna C. Colcord of the Russell Sage Foundation, New York, in discussing provision for the unemployed:

The British know better. They realize that once unemploy-

## Administrator Harry L. Hopkins

**A COMPREHENSIVE and well integrated program for the unemployed must be established for the future. It must include the unemployment insurance program to care for the short term type [of employment]. I believe that the unemployed should be given some other form of public assistance as soon as their unemployment benefits run out, and that form of public assistance should be work. I believe that there will always be projects of a worthwhile character to furnish work for the unemployed. The basic elements in the proposed remedy are in existence and functioning. There is need to integrate and strengthen what is being done now in order that the unemployed will be assured the security they have the right to expect from their government. . . .**

**During the past four years we have laid the groundwork for a system of social economic justice in America. There remains the greater task of its growth and fulfillment. All of these things can and will be done because they must be done. For me, the question is, "How long must we wait?"**



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ment seriously attacks an industrialized capitalistic economy its grip cannot be completely loosened again. The British have decided to live with unemployment, checking it by all means possible and cushioning its inroads by means of the social services. . . . Eventually we shall reach the same conclusion.

Saying, "Let's keep our feet on the ground and set down only what might really come to pass," Miss Colcord offered a three point program which she called "lines of defense":

First would be a combination of health insurance with a liberalized system of unemployment insurance . . . set up and financed so that income and outgo will balance, over a period of years. This means necessary restrictions upon eligibility and upon amount and duration of benefit, though none of these need to be so rigid as in our present laws.

The second line should be a work program to absorb as many as possible for a second limited period after right to cash benefit is exhausted. Such a program should be headed up in a federal department of public works, with funds to distribute on a grants-in-aid basis to states and through them to localities.

The third line should be a nation-wide, federally-supervised and federally-subsidized system of public welfare. Here, for the first time in the course of his period of unemployment, the worker would be expected to demonstrate his need for assistance.

When it came to the problems of administering public assistance there was plenty of testimony from people close in to the job, but abundant evidence that the whole thing is a tough proposition and that no one knows all the answers.

Personnel, it was agreed, is the crux of good administration. Without it the best of programs however adequately supported will falter and fail. But how to get it is something else again.

In this connection Lewis Meriam of The Brookings Institution, Washington, D. C. discussed civil service tests for social work positions, admitting somewhat sadly that, "No one has yet discovered a method for testing, in the examination room, those skills in human relationships and those basic attitudes toward life and work that are the heart of the profession of social work."

Mr. Meriam looked far ahead in the difficult business of catching personnel. Agnes Van Driel, of the Bureau of Public Assistance of the Social Security Board, came closer in to the current situation when she talked of in-service training. "It does not work miracles but it helps." Both of them left unanswered some of the most plaguing questions. For example: What price high qualifications if the residence rule rears its ugly head? What chance is there for in-service training in places where a single worker is at once the crew and the captain bold?

The discussion of the administration of public assistance ran the whole gamut of relationships, federal-state-local, right down to the man in the street. The problems of the state, said William Haber, administrator of the Michigan Emergency Relief Commission, are made more difficult because of the fact that it is a relatively new agency in wel-

## Governor Frank Murphy

THE positive role of government, if it is to aid in settling industrial disputes, should be, first, as a fact-finding agency. It ought to have all the facts pertinent to each dispute, to make possible an intelligent public understanding of the issues in controversy. It should sift the conflicting evidence, the controversial data, and get at the truth insofar as it is possible to ascertain the truth in a conflict involving not only facts but emotions.

Second, the government's function ought to be that of a mutual friend and intelligent moderator. On its own initiative, or at the request of either or both parties, it should enter the arena to aid in the search for those formulas upon which peace can be built. Nothing dispels suspicion so quickly as a discussion of the issues. Nothing makes for better mutual understanding and self-respect than the give and take which inevitably comes from the comparison of the problems which face both labor and industry. Fortunately employers have been changing the attitude that there are many issues which "are not subject to discussion." The two parties must appreciate their respective responsibilities and find that meeting ground upon which mutual confidence and understanding can be obtained.

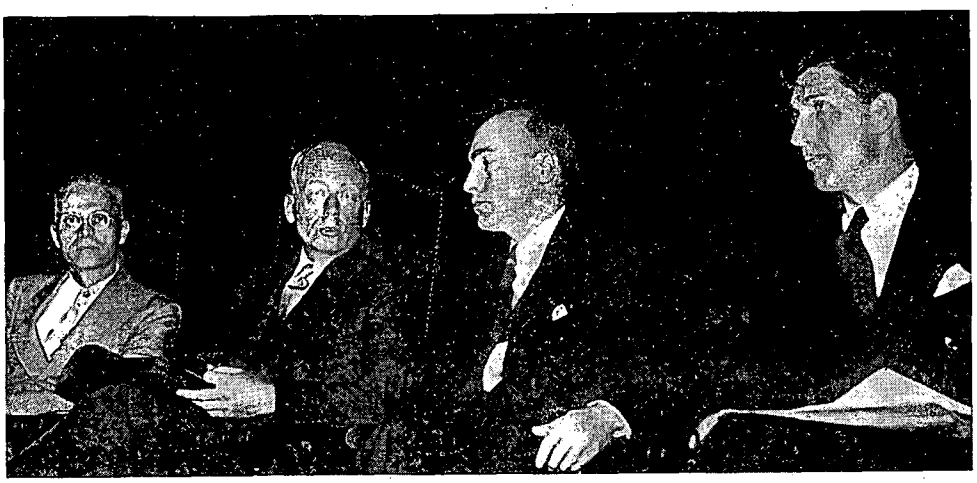
THIRD, THE GOVERNMENT MUST ALSO BE prepared to take its place as an active participant with labor and employers in finding a solution. Its attitude must always be impartial. Its influence must always be in the direction of moderating the attitudes and demands of the two parties. Its view must always be the public view. Public interest is paramount. The government must insist on peace and orderliness. It must insist on the building up of mutual self-respect. To these ends, the public must be represented by continuing agencies specializing in the problems of industrial relations. Government must make available at all times the most effective possible kind of mediation agencies. These must be set up on the basis of each industry if necessary, as well as on a geographical basis. Every measure and method of conciliation and mediation must be at hand, always in the name of impartial government.

First and last, we must all remember that industrial peace is no easy goal. It will be achieved only when industry and its leaders realistically face today and tomorrow and forget the past which trained them to resist instead of to cooperate; when labor and its leaders courageously assume the great responsibilities which are theirs; and when government exerts a positive, enlightened, and constructive influence. . . .

THE PRESENT SITUATION IN INDUSTRIAL relations presents an incomparable opportunity for enlightened government to show its worth. The need for sound judgment and insight is more profound than at any time in the past, for we have no successful pattern for dealing with industrial disputes. A proper appreciation of the forces involved, a proper understanding of the issues in the conflict will show that the peaceful way is the right way. In time, as these are achieved, the parliament of industry, embodying the intelligent, peaceful methods of democracy, can and will result from self-organization and mutual self-respect.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



Quartet of wisdom including (left to right): Benjamin E. Youngdahl, division director, Minnesota State Board of Control; Richard K. Conant, secretary, Massachusetts Conference of Social Work; J. O. Wilson, Citizen's Committee on Public Welfare, Madison, Wis.; Ernest W. Witte, regional representative, public assistance bureau, Social Security Board.

fare administration and because it has not always, "and certainly not everywhere" succeeded in getting itself accepted by the counties. "The present turmoil indicates that the counties expected and hoped that, the relief emergency over, the state would get out of the picture and permit them to return to their old ways." In that, the county authorities are probably going to be disappointed, for the state will continue to finance the job particularly for the categories under the social security act, and will scarcely be satisfied to disburse funds without some control of administration.

Nevertheless, said Mr. Haber, the state administration is on the spot. It has inherited all the criticisms and all the local prejudices that have come out of every phase of improvised emergency organization. Only in rare instances has interpretation been such as to cause federal and state concepts of welfare administration to be understood locally:

"The reaction which has taken place in several states gives tragic evidence of how easily four or five years' wholesale experience in building state standards can be overthrown in a short time when public good-will has not been built up, and when understanding is not present."

Mr. Haber held the close attention of his audience in spite of the fact that the amplifier broke down and hearing was most difficult. "Listen to this," whispered this observer's seat neighbor, "He's going to town." Effective administration without local participation is, he said, well-nigh impossible except in an emergency "with the imposition of standards rather than education to standards." Take, for example, personnel:

> The local fear of imported social workers is terrific. . . . Whether merit systems stick and the communities accept the workers and their methods depends to some degree upon due weight being given to the difference in types of problems between the small and large community.

Even more controversial are the issues involving budgets:

> An inflexible, standard formula cannot be enforced. The local public welfare official who resents the fact that a relief recipient has coffee in his budget while he, an independent farmer, does not have sufficient cash income to afford coffee presents a point of great local effectiveness.

When it comes to the state's function of planning, the administration is on safer ground, said Mr. Haber. "But as in all else, planning is useless if it cannot get itself accepted. . . . The problem of state administrations therefore is one of determining what it can afford to postpone until the educational process of understanding is more effective, and what are the minimum essentials which must be secured even at the risk of being imposed."

The counties have their own problems in their relationships with local organizations and agencies. These were put forward for county welfare officials by Arlien Johnson, now with Washington University, Seattle, and for private social agencies by Pierce Atwater of the St. Paul Community Chest. Neither one of them disagreed with Mr. Haber's emphasis on the necessity for local understanding and participation. "Successful social planning for the future," said Mr. Atwater, "must have its roots in local soil, be built around local needs and spring out of the consciousness of a local citizenship."

Both Miss Johnson and Mr. Atwater saw the device of the community council as most promising for future planning, on a county or even a regional basis, drawing in every aspect of local organization and steadily widening its circle of interpretation. The important point, Miss Johnson believes, is "to individualize the county and to start where it is."

THE matter of relationships came out clearly in the discussion of financing public assistance with evidence of a lot of hard sober thinking and less tendency than in some other conferences for social workers to see the desired end and to brush over the practical means of reaching it. But the net result was largely an analysis of the dilemmas facing state and local units, rather than solutions. The whole situation, all the speakers agreed, is filled with paradoxes and contradictions, yet "it remains the most acute problem that faces government. No welfare program can work satisfactorily until a solution is found."

Pierce Atwater of St. Paul could find no answer outside of a complete reorganization in the levying of taxes and a changed orientation in the conception of what constitutes relative priority of expenditure in all tax budgets.

Roy Blough, professor of economics at the University of Cincinnati, had no answers either, but analyzed the problems of public policy involved and urged that their solution be sought by means of research and not emotion. He posed and discussed three questions:

> How much public assistance can we afford? How should the financial burden be divided among the federal, state and local governmental units? When the federal government or the states contribute to relief financing through grants-in-aid should the grants be fixed or variable percentages?

Almost as old as the conference itself, the question of the expenditure of public funds by private agencies apparently will not down. While it may have been settled in principle, its vestigial remains in practice offer a footing for various



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

hard pressed private agencies and public officials to revive proposals for subsidies of public funds to private undertakings. Kenneth L. M. Pray, secretary of the Pennsylvania Committee on Public Assistance and Relief (the Goodrich committee), whose own state has been "conspicuous for its consistent adherence to the lump sum subsidy plan of meeting certain of its public responsibilities," discussed the question and the principles of sound public administrative policy that point to the answer.

Public service supported by public funds must be equally accessible and available to all those in need of the services, he said, but if this principle is to prevail it is obvious that the selection of the particular services that are to have this large coverage must be made, not at random, but with reference to specific factors of expediency, logically analyzed and appraised. From this follows the principle of:

> . . . direct and specific responsibility of public officers for the execution of public policies and the administration of public funds. . . . Only by strict accountability of public officers for administrative action can intelligent social purpose be clarified and brought to intelligent realization.

IF this report of the stream of conference concern which we have called public assistance is over long, and it is, it is because it caught and held the attention of so many of the conference delegates. It might be added that, long as it is, this account has done scant justice to the length, breadth and thickness of the whole discussion and has passed over many contributions quite as notable as the ones quoted.

In the stream which we have called permanent security, projected against Senator Wagner's address to the conference body, there was less concern evident this year than last over problems of administration and more over the extension of the social security act. Social workers have taken seriously the statement that the act is a "good beginning" and are pushing for its prompt extension.

The most immediate push seems to be for health and medical service—health insurance if you like. There was no argument as to the need of medical care for the relief population or for the great numbers of people who now and in the future look to the social security services for protection against dependency. Of the persons now employed on work projects, said Josephine C. Brown, administrative assistant of WPA, more than a fifth have serious physical or mental disabilities. Their security wages leave nothing for even emergency medical and dental services. A permanent program of care should serve not only these people but all those receiving any local or state aid, and those whose income does not provide the minimum cost of adequate medical care in addition to a reasonable subsistence compatible with decency and health: "The program should be considered one of medical service, not relief, and should be an integral part of the federal social security provisions."

The most obvious gap which social workers seem to see in the security system as it is operating at present is in relation to invalidity—chronic illness and incapacity. The subject bobbed up in many meetings with pretty general agreement that this must be the next step.

The conference, all except the newest newcomers, was already aware of the stand of John A. Kingsbury of New York, former director of the Milbank Fund, in the matter of health insurance. None the less it savored to the full and heartily applauded his forthright and vigorous presentation:

> We now have public medicine in the care of the insane, the mental defective and the tuberculous. It is not a question of whether we shall have public medicine but whether we shall have more of it. . . . A comprehensive national health program should be designed not only to protect all the people from contagious disease, to promote their health and vitality, to give special protection to mothers and children, but also to furnish protection against wage loss and to make good medical service available to all the people. We are making progress both in the direction of public medicine and public health service. But our progress is too slow. . . . I am convinced that we can meet the needs which confront us, and do this within the near future, only through a comprehensive national health program which includes compulsory health insurance, supervised and subsidized by the federal government. . . .

## This Year and Next

REGISTRATION at the 1937 conference reached an all-time high of 6788, with an estimated additional 2000 persons in attendance who more or less bootlegged the meetings without the formality of registration. The previous record of 6670 was made last year in Atlantic City.

In addition to the conference proper, with its five sections and seven special committees, fifty-one associate and special groups conducted meetings of their own during the week. At the headquarters in Murat Temple fifty-one national social agencies maintained daily consultation services and sixteen additional agencies had exhibits and headquarters. The program, ninety-three closely printed pages, listed a total of 306 different meetings from Friday, May 21, when the National Probation Association opened the ball, to Saturday, May 29, when the 1937 conference closed. To this total could be added probably another fifty called-on-the-spot meetings of school alumni, state delegations and so on. Speakers, discussion leaders and presiding officers at the programmed meetings numbered 600, of whom sixty-nine appeared twice; eleven, three times; and two, Katharine Lenroot of Washington and Bleecker Marquette of Cincinnati, four times.

Officers elected for the 1938 meeting to be held in Seattle June 26 to July 2 are: president, Solomon Lowenstein, New York; vice-presidents, Grace L. Coyle, Cleveland; Forrester B. Washington, Atlanta; Ruth Fitz Simons, Olympia, Wash. Chairmen of sections: Social Case Work, C. W. Areson, New York; Social Group Work, Louis Kraft, New York; Community Organization, Charles C. Stillman, Columbus, Ohio; Social Action, Fred K. Hoehler, Chicago. The section on Public Welfare Administration did not report.

The 1939 Conference will be held in Buffalo, N. Y. Officers nominated for that year, to be elected at Seattle, are: president, Paul Kellogg, New York; vice-presidents, Edward L. Ryerson, Jr., Chicago; Ida M. Cannon, Boston; Jane M. Hoey, Washington.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Mary E. McChristie, referee, Cincinnati court of domestic relations and Albert B. Carter, Massachusetts Commissioner of Probation, enjoy a two-way conference.

Community Chesters Louise Clevenger of St. Paul and C. Whit Pfeiffer of Kansas City, see the cheerful side of things.

All through the conference program ran urgence for the extension of the security services: for easing the requirements for old age assistance and providing the aged with social and medical service; for widening the scope of assistance to children; for extending unemployment compensation to groups not now protected, notably farm laborers, domestics and social workers.

To all of this came advice from Arthur J. Altmeyer, chairman of the Social Security Board, to "Go slow," and from Ewan Clague, of the board's division of research, to study the figures and, in effect, to masticate what we have before we bite off any more.

The Social Security Board is as aware as anyone else, said Mr. Altmeyer, that the real job of providing social security for the people of this country still remains to be done. But, he said:

"Since we are still in the pioneer stages of this great enterprise, it is sound policy to make haste slowly. . . . The board definitely favors the liberalization of existing provisions insofar as our present experience and present circumstances seem to warrant. . . . It believes profoundly that no program of social legislation is ever complete or final; that in social legislation to 'finish' would be to fail."

Mr. Clague is one of those people who speak from cryptic notes and hence cannot often be quoted directly. But of excluded groups, he said in effect: You have to exclude them because it would be impossible or at least impractical at the present time to administer the law for them. When they are self-employed you can't tax the employer and the law provides for employer contributions. It is almost impossible to tax the farm laborer because he is so often a seasonal migrant. Household employes—laundresses, gardeners and the like—often have six to a dozen employers. Imagine the bookkeeping! Non-profit agencies in most cases are now tax exempt; if you levy a tax on them for this purpose you let down the gates for all kinds of taxes. And consider our present volume—twenty-seven million applications. And in June all the boys and girls leaving school and going to work will be coming in. By 1940 we shall be covering thirty-three million persons; by 1950 fifty million.

While some of Mr. Clague's hearers differed with his implication that some things are too hard to be tackled, many more found his arguments clear and understandable and left with the realization that in a country of some 130 million people it is one thing to know what ought to be done for all of them and something else to find practical ways of doing it.

THE stream of conference interest which we have called public relations was fed by that part of Mr. Taft's address which dealt with community partnership and volunteer interpretation. It was fed by discussions in every wing of the big gathering—discussions of public attitudes toward social work and social workers, relationships between public and private agencies, board members and staffs, professionals and volunteers—as those relationships get back to the public and create public opinion. Interpretation, too, came in as a large tributary.

One trouble with public understanding of social work, said Benjamin E. Youngdahl of the Minnesota State Board of Control, is that to the public "social work is social work" while to social workers it is an aggregate of activities each of which deals with its own field, pleads its own special cause and emphasizes its own restricted interests. He urged social workers to come together on a unified platform if they hope to educate their communities to the programs they propose:

> There is needed in each state one representative social work group that can speak for social work on all points. This does not mean that agencies would lose their identities but that a coordinating group would work out and formulate a body of agreement on what social work is, what it does and what it believes. . . . An adolescent profession comes of age by finding itself and being accepted by the public. We must bear in mind that the sheltered existence and phenomenal success of some private agencies is not public acceptance in the wide field which has opened to social work during the last five years.

The constant discussion of the role of public and private agencies does social work as a whole little good, said Sidney Hollander long associated with both camps in Baltimore. For behind all the vast machinery of organization and the



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

**Veteran conference-goers Sophonisba P. Breckenridge, University of Chicago; Katharine F. Lenroot, U. S. Children's Bureau, and Wilfred S. Reynolds, Chicago Council of Social Agencies.**

spate of discussion, the layman, if he looks hard enough, sees the client for whom it all exists:

We are told that the public agency supports the client and the private agency refines him, but when we really look at him we see that often he hasn't enough food, is miserably housed, wears clothes that would embarrass a scarecrow and as for refinement, he lacks even the minimum decencies of life. And we laymen wonder what all the pother is about.

Mr. Hollander, whose good natured frankness met with hilarious appreciation, is convinced that public and private agencies must get together in their claims as well as in their programs if the public is not to make their divergences an excuse for "passing the buck."

That some social workers are anxious to clarify the public-private relationship and are striving to do so was indicated by a discussion at a meeting of the Family Welfare Association of America. Summing up, it appeared that this group held that the trend in relationships should assume that the public agency will render a rounded case work service to the economically dependent group, a service which the private agency should help to develop. The private agency would render service to families at a marginal economic level, ineligible for public relief; would supply financial aid in forms not available from the public department; and would provide service to economically independent families requesting it, possibly on a fee basis.

IT is a conference tradition that its president-elect should address the big annual luncheon of the Child Welfare League of America. Last year it was Edith Abbott; this year it was Solomon Lowenstein of New York who spoke, as a social worker, on participation in the life of the community. Social workers, he said, are all citizens and their only special position is because of their expert knowledge in a particular phase of community life. By participating in community life in all its phases, by doing their job well and letting their doing be known, they become interpreters of their profession. "We must be evangelists preaching a positive gospel, opposing ignorance, selfishness, forgetfulness."

The Social Work Publicity Council, which was battling for intelligent interpretation long before most social agencies knew that they needed it, was top o' the heap this year with its meetings crowded and its exhibits of material in demand from morning till night. For, as it came out in many meetings, it is one thing to know that public relations are not too good and it is another to know how to make them better; how to analyze difficulties, to evaluate approaches, to use effectively all the ways there are to public understanding. Apparently social workers, if this conference was a measure, realize that they must have these skills.

In the stream of conference interest that converged on industrial problems, inter-relationships were in the middle of the current: the relationship of government and labor, as visioned by Governor Murphy; of the worker and the job; the worker and modern production methods; organized labor and modern industrial society and so on.

The suggestion that workers should be geared to jobs drew fire from Nels Anderson, director of labor relations of the WPA, who queried sharply:

What about gearing jobs to workers? Are we to assume that jobs exist if only the workers can be persuaded or coerced or adjusted to take them? I am afraid that such a conception lingers too frequently in the subconscious of social work thinking as it does in the conscious thinking of industrial leaders.

Mr. Anderson asserted that industrial leaders who demand a census of the unemployed would be more convincing if they also demanded a survey of employment possibilities:

What can the big industrial leaders promise to the millions who have to depend on public work to live? What encouragement can they give the youth who have never had a chance? Do these critics of public work know what private employment has to offer next season or next year? What kind of workers will be needed or where needed?

I have no faith in these schemes for gearing the workers to private jobs that do not exist. . . . It is not enough to manipulate the jobless men; the situation must also be manipulated.

In commenting on the relationship of government and labor, Edwin S. Smith of the National Labor Relations Board, urged that federal and state governments keep legislative hands off organized labor's right to strike and instead turn their attention to encouraging and protecting the unionization of labor:

When industries are well organized strikes are comparatively rare, although the threat either spoken or understood of a withdrawal of labor power by strong unions is always an important factor in keeping up wages. A weak union can marshal no such respect. If a union is protected by government in its efforts to organize it will soon grow strong enough to command the necessary influence with the employer. In the meantime minimum wage legislation to prevent employer exploitation is highly desirable, serving among other things to raise competition to a level of decency. . . .

If the present strike epidemic seems to demand more mediation let this be accomplished by strengthening the conciliation service of the national and state labor departments. Such simple means of governmental help leave labor free to work out its economic destiny without being hampered and possibly hamstrung by elaborate statutory and administrative red tape and by delay which saps its strength.

Discussing the social significance to Negroes of recent labor developments, T. Arnold Hill of the National Urban League, more or less warned trade unions that Negroes did not mean to be excluded from the benefits of unionism:

There is now a greater faith among Negroes in the efficiency and value of trade unionism and the certainty that their chance of securing working conditions comparable with those of whites are slight unless they and their fellow white workers realize the oneness of their common cause and fight valiantly to realize it. Convinced in this position there is the determination to follow the organized pressure techniques—the American pattern of securing opportunity: pressure from within and without the trade union movement to the end that Negroes will be excluded neither from work nor from membership in the unions because of the prejudiced attitude of recalcitrant labor union organizations.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The real heroine of this conference was Mary Van Kleeck of the Russell Sage Foundation, New York, who not only addressed two large meetings and presided at a third, but saved the day for Mary Anderson, chairman of the Social Action Division, by agreeing to speak in place of Frances Perkins, Secretary of Labor, who was unable to fulfill her engagement. With only overnight notice Miss Van Kleeck spoke brilliantly and without notes for almost an hour. In her first address of the week, Recent Trends in Standards of Living, given at a meeting of the National Coordinating Committee of Social Service Employe Groups, Miss Van Kleeck said:

Standards of living have for the social worker the same significance as the health of the population has for the physician. . . . It is not enough for social workers today to be concerned with the problem of relief. It is important, of course, to insist that the federal government shall measure up to its responsibility for meeting present needs. . . . But beyond the problem . . . social workers must develop a program for raising standards of living by increasing control over natural resources; by insisting upon governmental expenditures for housing and for public works; and by increasing also the public expenditures for education and public health.

IN her second address, The Social Programs of Economic and Political Organizations of Labor, Miss Van Kleeck said:

The situation may be summed up by saying that the energies of the labor movement are now concentrated upon economic organization, but with recognition of the fact that the very right to exist has been won only by growing political strength. As economic gains are won and consolidated by the new unions a new social program will be formulated, which may be expected to arise out of the needs of the masses.

For the social work program this development will have profound implications. Social work will have a new and constructive role to perform in perfecting plans to meet the needs of the people as interpreted by the workers. Social work will concern itself with legislation and governmental administration. It may be predicted that social workers will be recruited from the labor movement. New content and methods of training will be developed both for social workers and for labor leadership. Both must be trained to build a new structure for the fulfillment of an adequate social program.

In her third address, substituting for Secretary Perkins, Miss Van Kleeck discussed what the International Labor Office may mean to American labor.

These two chroniclers are well aware that there were in the conference many wide currents and deep pools of interest that do not fall neatly into the main streams.

There was clearly evident, for example, a mounting interest in group work, its philosophy, relationships and methods, which centered in the Group Work Section of the conference, the meetings of which had a much larger attendance than in any previous year. The discussions revealed, among many other things, a concern for fruitful cooperation with public schools and a reaching for what progressive education has to give to this area of social work. "The group workers are knocking on the schoolroom doors," said one observer, "and at least some of the school men have put 'Welcome' on the mat."

The group workers steadfastly refuse to be jelled into any hard and fast mold of methodology but none the less they are earnestly striving to analyze their own problems, of which group leadership is one. Here Grace L. Elliott of New York contributed a paper which many people considered outstanding in the whole conference program. What kind of a leader should a group have, she asked—and, in summary, answered:

Somebody who has a life of his own, and can share it. "To be called is more dangerous than to be chosen."

Somebody who believes in himself. If you don't you are too heavy a burden on your neighbor.

Somebody who is "Free, in thought, convictions and emotions."

Somebody whose goals, standards and ideals are rooted in himself; who lives and acts by his own convictions.

Somebody willing to leave other people free to follow their own convictions.

Somebody who has enthusiasm, faith in youth, imagination, sympathy; can see the differences between symptoms, causes and results; can distinguish between individual and cultural problems; has outgrown his own childish or infantile reactions; can honestly budget his own time; can delegate responsibility.

Somebody who recognizes that there are no short cuts to life and that neither revolution nor dictatorship will transform society; who lives in the present, and has a dynamic, though not necessarily orthodox, religious faith.

And, she added, "No old maids, male or female, need apply."

The group workers are intent on cooperating with each other to improve their own skill, in availing themselves of the best guidance that can be found in recent community and agency studies and in following experiments in group life adapted to various age, minority, racial, religious and rural groups, and to various aims—education, recreation, social change and so on. Last, but far from least, they are concerned with the common social objectives of education, religion and social work.

Bearing on this last point, was a paper by Rabbi James G. Heller of Cincinnati, which some people regarded as the high spot of the conference, not only for its breadth and depth of philosophy but for its organization and good writing—a commentary perhaps on certain other kinds of conference writing. It would not be fair to Rabbi Heller—perhaps it isn't fair to anyone—to lift out any one "chunk" of his closely organized paper in which he traced the reasons why education, religion and social work got themselves organized in different institutions but still remain aspects of a common human task. Concluding, he said:

The task of society is one. Out of the matrix of the past have emerged specialized functions, but all of them, deeply enough considered, still represent one task, one ideal, one interpretation of the world. They may diverge at times, but the exigencies of their own labors and their own struggles to think

**Last speaker of the conference was Florence E. Allen of Cleveland, judge of the U. S. Circuit Court of Appeals. Peace by law, she said, offers a vast field of adventure in understanding individually, nationally and internationally.**



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

**Incoming president Solomon Lowenstein talks over the conference with outgoing president Edith Abbott.**

their way through will cause them to converge again. Mankind is one and its pilgrimage has been one final goal.

Rabbi Heller's paper was welcomed by his hearers as "clarifying to confusion." Another paper which won the same appreciative comment was given by Eduard C. Lindeman of New York in the Community Organization Section. "This," said a not-so-easily stirred delegate as he came away from the meeting, "was worth coming for. It did something for me. It showed me the reasonableness of huge bureaucracies due to our urban set-ups, and the wholesomeness of pressure groups to give diversity and freedom. The balance between the weight at the top and the thrust from below is democracy, the middle way between fascism and communism."

To Lea D. Taylor of Chicago Commons, readers of *The Survey* are indebted for the following impressions of Mr. Lindeman's observations on New Patterns of Community Organization:

Complete integration means decay. Vitality lies in diversity and freedom. Social action from primary groups challenges secondary groups, national and state. Pressure groups are a good American habit. They force self analysis on our administrators, and have a wholesome influence on legislation. The CIO type of organization has brought a "new audacity" into the picture. This is also good, making for freedom and diversity. But look out for the reactionaries. There is always resistance to new freedoms. Among these reactionary forces we find many social agencies jealous of their integrity, which is threatened by any change. Coordinating committees are good for these vested interests in social work, and keep them from going dead on us. The professional coordinator who comes in from outside can't do much but a live coordinating council, composed of laymen, citizens and social workers can do a lot. Long time planning is better than a flash in the pan of spectacular activity. What we need is not high-powered individual leadership, but leadership by groups.

THERE was in this conference less ebullience than last year over the techniques of psychiatric case work—no one knew why. Meetings in the social case work section were large and eager, but there was no such stampede of young and old as was seen at Atlantic City. Case workers, following the ground swell recently evident among them, turned their attention largely to the implications of cultural factors in the lives of their clients, and to methods of utilizing an understanding of cultures in the practice of case work; whether with families, children, or "adolescents who have run afoul of the law."

The treatment and prevention of crime occupied a large area of conference interest, beginning in the meetings of the National Probation Association and heading up in the Committee on Social Treatment of the Adult Offender. This committee, led by Sanford Bates now of the Boys' Clubs of America, Inc., had an uncommonly well-organized and cohesive program. It presented, at its first session, three basic papers: The Arrested Offender, by Nina Kinsella of the Federal Bureau of Prisons; The Incarcerated Offender, by Morris N. Winslow of the State Prison Colony, Norfolk, Mass., and The Paroled Offender, by Winthrop D. Lane of the New Jersey Juvenile Delinquency Commission.

These papers stated the problem and laid the groundwork for six group discussions which went on fast and furiously for a whole day, with the various findings later summarized at a single large meeting. The gist was:

Jails: They cannot be made a factor in treatment. They should be abolished and regional detention places set up.

Probation Selection: The essence of selection is treatability. Each case should have study and diagnosis covering mental and emotional factors, environment and the attitude of the offender and of society. If diagnosis is followed by a well considered plan of treatment "you are off to a good start."

The Staff Approach in Institutional Treatment: An inmate may be treated by the staff approach, which means that it is an inside job, or by the case work unit approach, which means that an outside case work agency takes responsibility. The advantage of the staff approach is that it utilizes all of the staff and makes the treatment program an integral part of the institution.

The Place of the Social Worker in a Penal and Correctional Institution: A social worker who knows how to get material, organize and use it, can "see the offender whole," bring all the facilities of the institution to him, and "help to socialize the guards and wardens" is needed. But the social workers have not as yet much authority in institutions, and most of them find this hard to take. They need to learn more about law and institutional precedent.

Preparation for Parole and Supervision of Parolees: Preparation begins at the time of commitment and continues during the period of incarceration with the institution functioning in cooperation with a community agency to improve the inmate's family and social milieu before his release. If parole officers could relax control and turn professional problems over to social workers, then supervise without coercion, all things would work together for good—especially if the offender could "participate in the planning of his parole program."

Parole Selection: Parole is sound, but the public is not "sold on it." It should be available for all offenders, and the indeterminate sentence is the answer. Prediction tables fall short of the practical use that was hoped for them. Prisons should be encouraged, but not compelled to use them.

Removed from the discussions of the "crimers" but closely related in content was the paper, The Emotional Background of Delinquency, given by Dr. Franz Alexander of the Chicago Institute for Psychoanalysis, at the packed and jammed dinner meeting of the American Association of Psychiatric Social Workers. In concluding his talk, for notes on which *Survey* readers are indebted to Martha Wood of Evanston, Ill., Dr. Alexander anticipated the surprise of the audience at hearing a psychoanalyst speak on sociological phenomena. As other fields have shifted emphasis from treatment to prevention, psychiatry and psychoanalysis have recognized that the focus of attack on crime lies not in detection and individual therapy, but in recognition and education as to the mass phenomena.

Research in criminology for the purpose of establishing types and characteristics has produced few, if any, valid



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

generalizations. Dr. Alexander endorses only the discovery that the principle of relativity permeates this field. Specifically, today we worship at the altar of the spectacular, the virile, the independent. Therefore the fundamentally timid, passive, receptive souls must over-compensate to achieve recognition and this (because socially acceptable success is possible for only the few) most often adds up to produce the headlined criminal. Historically we know that group standards always lag behind existing social conditions; the remedy would seem to lie in hastening the natural process of adjustment between the two by means of education.

Some day these two reporters hope to be able to write a conference story that is different, that will concern itself first, and perhaps last, with the many things that happen on the rim of the big program, in meetings which hold pay ore that we have never been able to mine.

Notable this year was the ferment in the Church Conference of Social Work in relation to social action. Here the Rev. James Myers, of the Federal Council of Churches, warned that the church is in danger of becoming fettered and bound by capitalism. "While the church cannot identify itself with any 'ism' it should be understood clearly that capitalism is also an 'ism.' . . . The church must judge all social and economic systems by their effect on human life, and should support all the forces seeking to abolish poverty, slums, unemployment and war, and seeking to maintain the institutions of political democracy, to develop economic democracy and to assure world peace."

In the various meetings under the wing of Community Chests and Councils, Inc. there was pronounced interest in the subject of community planning, but, commented one of the "chesters," "not nearly enough. Financing still has the right of way on our track." At a panel meeting the troublesome question of employe contributions, particularly in relation to labor organization, was brought out into the open by R. G. Corwin, business man of Dayton, who urged the chest men to face up to the criticisms that past and present practices have engendered. There was lively discussion, but on the whole an unwillingness to admit that "we have any trouble in our town."

Because any meeting that cuts down the number of meetings at the conference is to be cheered a word must be said here for the one in which nine agencies concerned in one way or another with the immigrant and his problem joined forces in a program which posed the question, Who Shall Inherit America? In a nutshell the answer seemed to be: The immigrant—for aren't we all?

IT was a sober, hard-working, long-suffering conference, full of young people looking for light and leading, but in the main led by veterans full of experience. It was not exciting, but it was "sound." It was not gay. The Conference Follies, After Hours, put on by the Social Work Publicity Council, drew a packed house, and gathered in more laughs than all the rest of the week's program put together. The reception tendered to President Edith Abbott by the Indianapolis Committee on Arrangements afforded a welcome opportunity for old timers to congratulate her on her leadership of the conference, and for newcomers to savor the personality of a woman whose contribution to their profession, and indeed to her time, is well known to them.

On the side of its content this conference indicated that social workers are approaching a new unity of thought and purpose. On the side of its organization it indicated that "something must be done about it," and that that something —whether a new means of financing, a break up into regional conferences, a simplification of program by divorcing associate groups—must be done promptly if the conference, the "front" of social work, is not to lose prestige both within itself and without.

"Why can't we always go to Atlantic City?" moaned a delegate who preferred sand in her shoes to blistered heels. One answer is Seattle in 1938; another is Buffalo in 1939. After that, time and the conference will tell.

## For the Children of Spain

A MASS meeting filled the Egyptian Room of the Murat Temple of Indianapolis May 26, under call of the Social Workers Committee of the Medical Bureau to Aid Spanish Democracy and $1500 was raised for its drive for $15,000. Dr. Fernando de los Rios, Spanish Ambassador, was the chief speaker, Harald H. Lund opened the meeting, Peter Cassius presided, and Dr. Pedro Villa Fernandez spoke. Following a vivid presentment of conditions by Anna Louise Strong, and on motion of John A. Kingsbury, the weight of the meeting was thrown behind a new move in behalf of Spanish children "regardless of battle lines." To quote:

"As social workers . . . we cannot ignore the cry of hundreds of thousands of children, enduring the perils of hunger and war in Spain. . . .

"We recall with pride the world-wide child saving work of America, during the past two decades, of Belgian and Serbian children from the aftermath of war, of German children from the results of food blockade, of Russian children from the Volga famine, of Japanese children from the great earthquake, of Chinese children in recurrent famines and floods.

"We note that America's tremendous genius for humanitarian endeavor, so accomplished in the past in breaking barriers, has not yet found a way to give adequate help to the children of Spain. For, while recognizing all existing efforts in this direction, we find them totally incommensurate with America's great tradition of saving life.

"We, therefore, call upon the leaders of this country in all walks of life to establish a National Joint Committee for Spanish children, which will initiate a large nation-wide drive for funds and will administer these funds through existing agencies for the benefit of children regardless of battle lines. . . .

"We call upon other American organizations actually administering relief in Spain and upon leading social workers and other citizens to organize the *Joint Committee for Spanish Children* in answer to the cries of the hungry, sick, homeless and parentless children of Spain!"



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# The Common Welfare

## Next Steps in Federal Relief

THE panel discussion on federal relief, carried over a nation-wide hook-up by the N.B.C. from Indianapolis, served somewhat the same purpose as one of those inventions of the radio engineers to strip transmission of its blur. For the National Conference of Social Work was itself wrestling with this issue which had come to a head that week in Washington. Taxpayers were calling on the federal government to turn full responsibility back to states and localities. WPA workers in New York were staging a one-day stoppage against the inadequacy of the administration's bill. And drives were under way in the lower house of Congress to earmark big chunks of its billion and a half dollars, gouging out a third of the assurance it held of work and wages for 1,625,000 persons.

The panel brought together executives shouldering heavy responsibilities, public and private: the director of the American Public Welfare Association, an assistant administrator of the WPA, the director of public assistance of the Social Security Board, the executive vice-chairman of the Cincinnati Community Chest, and the commissioner of public welfare of New York. Listeners-in could not fail to get the consensus of their testimony that there is a great overhanging bulk of unemployment today which is still an unmet charge on the conscience of the American people.

True, employment has picked up, but private enterprise falls inescapably short of supplying enough work to go around. Certain cities fly the flag of returned prosperity; public welfare departments are gaining ground; but in some states, in parts of many if not most states, local relief is a travesty, surplus food commodities are often turned to as a meager barrier against starvation, and existence dips so low that it is an indictment of us all.

Our new systems of old age insurance and employment compensation were upheld by the Supreme Court while the conference was in session. We can build on them, recast them where they are weak, extend them to new groups, expand them to cover sickness and invalidity—but their ultimate protection does not reach the mass need of today.

Again, the public assistance provisions of the social security act are bringing succor to well toward two million people; but what of the others who do not fall in its categories? They must look elsewhere for help.

The WPA has been one of the few distinctive American contributions to the strategy of fighting unemployment —going beyond public works in projects that have found use for back muscles and old craftsmanships, and also for the new skills and arts and aptitudes we like to think of as evidences of American progress. But any billion and a half cannot be stretched to cover all the unemployed now rated as employable; much less those uncounted numbers whom we should bring back into the working stream through physical and vocational rehabilitation; to say nothing of the vast remainder on relief—or in need of it.

With this estimate of the situation it was significant that all members of the panel were for the pending WPA appropriation; and that almost with equal unanimity they held that federal revenues, through grants-in-aid, should underpin the states in meeting these grueling needs so long as we fail to prevent them. The majority recommended a presidential commission to map out the basic features of our future program.

Clearly ground was broken long since by the White House and the federal relief administration for the conception of national responsibility toward unemployment. A presidential commission will make for awareness and sound planning. But if the social workers of the country are to help secure action by Congress on this new extension of direct federal relief they will have to get the need for it over to representatives and senators from their own districts. That is where their conviction can count.

## Citizens' Job

STIRRED by recent revelations of the extent and convolutions of New York's "crime system," startled citizens have come together under the leadership of Harry F. Guggenheim in a new Citizens Committee on the Control of Crime which will study not the causes of crime but crime itself and the functioning in relation to it of the instrumentalities of criminal law. The committee proposes to cooperate with Thomas E. Dewey, special prosecutor, to supplement his efforts and consolidate his gains in breaking up the dark labyrinth of crime and racketeering. More than that it is prepared, "calmly and unintermittently over a long period of time, step by step," to accumulate information through systematic observation and tabulation of the work of the police, the district attorneys and the courts, which will reveal the strength and consistency of the underworld, the trend in crime and the measure and methods of law enforcement. Its indices will afford, it believes, a running record of crime conditions throughout the city, the recurrent appearances of professional or near-professional criminals, the incidence of various types of crimes in various neighborhoods, and the promptness and manner of handling cases by courts and district attorneys.

The new committee disclaims any approach to the role of vigilante or reformer. Its plan, following that of similar committees in Chicago, Cleveland and Baltimore, is to maintain a systematic watch on crime and on the functioning of criminal justice and to serve as an independent check, an aid and a prod to law enforcing agencies. "This is a citizens' job," says Mr. Guggenheim, "and we might as well face it."

## Security Upheld

TWENTY-ONE months after the social security act became law, creating for the first time a scheme of unemployment and old age insurance in this country, the measure was upheld by the U.S. Supreme Court. By two more five-to-four decisions, the Court endorsed the unemployment insurance titles of the act and state measures adopted under them. The division on old age benefits was seven-to-two. Justices McReynolds and Butler dissented all along the line. Justices Sutherland and Van Devanter joined them in the unemployment insurance cases.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

In giving the opinion of the Court, Justice Cardozo stressed the conditions in the country, the widespread unemployment between 1929 and 1936, and "the plight of men and women at so low an age as forty" in holding or seeking jobs. The court majority therefore invoked the "general welfare" clause of the Constitution, holding that the concept of this clause cannot be "static":

> Needs that were narrow or parochial a century ago may be interwoven in our day with the well-being of the nation. What is critical or urgent changes with the times.

The unemployment insurance title of the act was challenged by the Charles C. Steward Machine Company, a small Alabama concern with about fifteen workers, which sought to recover $46.14 paid to the government as an unemployment insurance tax. The old age benefits case was brought by George F. Davis, a minority stockholder in the Edison Electric Illuminating Company of Boston, who sought to prevent deductions and payments by the company under the social security act.

The dissenters saw a threat to states rights in the social security act. In regard to unemployment insurance, Justices Sutherland and Van Devanter were prepared to uphold the principle while denying the constitutionality of the present law.

Almost as soon as the decision was handed down, plans were taking shape to extend the coverage of the social security act. Amendments to the old age benefits title already proposed would bring under the law some two and a half million persons now excluded—seamen, the unemployed, persons over sixty-five years of age, employes of non-profit agencies, and other groups.

## Class of 1937

COLLEGE graduates are no longer stepping out into an unfriendly world which has "no place" for young job seekers. A report on a survey of 218 leading colleges and universities recently released by the Bureau of Industrial Service, Inc. and the annual report of the secretary of appointments of Columbia University are substantial straws indicating that prospects for this year's graduates are only a little less favorable than those of the 1929 vintage, and markedly better than for those of 1936.

The survey covered institutions which account for nearly half the total enrollment of male and coeducational institutions. Twenty-eight universities reported that more than 90 percent of the senior class would be on payrolls this summer. In the other 190 institutions, from 50 to 90 percent of the seniors had positions assured some weeks before Commencement. Engineering, business administration, teaching and general business classifications are the fields of most opportunity, according to this survey.

The annual report of Robert Foster Moore, secretary of appointments of Columbia University, agrees with this inquiry in finding "the past year . . . the best in employment opportunities for our students and graduates since 1930." More than 90 percent of those just graduated from the various schools of the university were placed before Commencement, as compared with 70 percent of the corresponding group at the same period two years ago.

The most frequent demands are for engineers. Present indications are that 100 percent of Columbia's engineering class of 1937 will have jobs by the end of their first month out of college. All are being placed in their own profession. The experience of journalism, architecture and business graduates is equally encouraging. The placement office reports beginning salaries substantially higher than they were a year ago. Young lawyers remain the "problem graduates" of Columbia, as of the colleges and universities included in the Industrial Service inquiry. Their placement figures are conspicuously below the general university level, and many of those on payrolls have gone outside their profession for jobs.

## Labor Standards

A BILL which would set a permanent bottom level below which wages may not drop, a top limit above which hours may not rise and abolish child labor in interstate industry or in industries directly affecting interstate commerce has been introduced in both Senate and House. At this writing, hearings on this new Black-Connery bill are scheduled to begin within a few days.

The proposed measure would establish a board empowered to fix industrial hour-and-wage standards, with regard for regional conditions; to outlaw labor practices defined as "oppressive"; to exclude from interstate commerce goods produced in factories violating standards established by the board, or in factories employing children under sixteen. The board is to proceed industry by industry, instead of attempting to lay down a blanket rule.

No figures exist showing the proportion of industrial activity that would be affected by such a measure, nor the number of workers covered. The board would presumably operate first in low-wage, long-hour areas of industry, and these, figures of the Departments of Labor and Commerce indicate, include cotton, silk and rayon textiles, canning, and certain specialized types of manufacture such as cigarette and paper box making.

One of the thorniest problems in drafting such legislation for this country is that of the South, where wages are traditionally low, and where a wide differential as between white and Negro labor has always been maintained. Nevertheless it seems likely at this writing that the Black-Connery bill or a measure very like it will pass this session of Congress. Friends of the plan believe that it would "get by" the Supreme Court on the same line of reasoning that upheld the Wagner Act.

## And So On . . .

FINANCIALLY speaking the most successful "button for a cause" seems to be the Stop Lynching button sold by volunteers for the National Association for the Advancement of Colored People. At the end of April sales returns were pressing $10,000 and still going strong. • • The so-called marriage course at the University of Washington, officially listed as Social Factors, attracted a registration of twenty girls and one man. • • A congressman from New York has proposed that the federal government should follow the example of Michigan and charge solvent convicts for their keep while "guests" of the nation. He goes Michigan one better by proposing that they should also reimburse Uncle Sam for the cost of their apprehension. • • On June first there was no evidence that hearings were definitely being scheduled on the Wagner-Steagall low cost housing bill before the appropriate House committee. To push the bill, write or wire President Roosevelt, Congressman Henry B. Steagall, chairman of the House Banking and Currency Committee, and members of Congress.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# The Social Front

## Relief

WHEN the administration's bill with its billion and a half dollars to continue WPA came before the House, it was clear that an easy majority such as two years ago voted four billion dollars for work relief and an additional $880 million for public works was definitely out of the picture. On the necessity for some federal relief money there was little argument. Opposition was rather on grounds of ways and means, expediency and, most of all, economy.

There was considerable talk of returning administration to states and localities; less of handing back to them the total financial load. Loudest objections of all were voiced in the House against "handing the President and Harry Hopkins a blank check for relief." Assertions that a billion dollars or so is needed beyond the amount specified by the bill were matched by louder assertions that the bill carried too large an appropriation; that the country could and would do with much less.

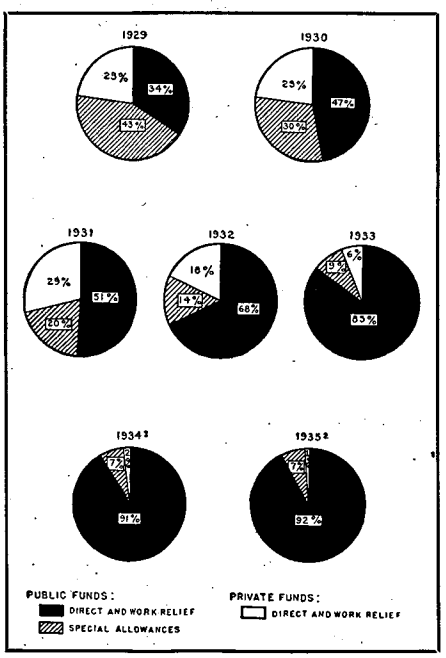
What happened however, was that strenuous attempts were made in the House to earmark the appropriation until, with the $200 million or so already destined for the Resettlement and Youth Administrations and other agencies, only about $800 million would remain for WPA which in this fiscal year is spending $1,850 million and carries more than two million persons on its rolls. Administration defenders warned that such treatment of WPA would result in a labor market flood; would throw out at least 600,000 WPA workers. The amendments were lost and the bill sent to the Senate, substantially as introduced, where at this writing it faces another struggle.

Harry Hopkins, interviewed by the *United States News,* reiterated his belief in a continued work relief program, estimated the country's permanent load of unemployed at a shifting five millions and placed hope for better coordination and improved administration of work relief in the proposed government reorganization plan.

With Washington brows furrowed and strategies taxed to the utmost by costs and problems of unemployment relief, the public remained confident. In a recent poll by the American Institute of Public Opinion on the question, "Do you think the unemployment problem can be solved?" 65 percent of answerers, country-wide, said "Yes."

While the struggle over relief appropriations went forward, resolutions lay in Senate committee calling upon President Roosevelt to appoint a commission to make a thorough study of relief—situation, policy, method, cost, outlook. The Murray-Hatch resolution (S.J.Res. 68), one of several to the same end, is in substantial agreement with the stand of the American Association of Social Workers. [See *The Survey,* April 1937, page 114.]

**Spot Map**—After a stormy winter, a relief in Ohio faces another serious crisis. The legislature has adjourned without making any appropriation for relief, except an emergency measure which will allow local subdivisions to carry on for about six weeks. County relief administrations have been disbanded and relief responsibility thrown back on municipalities and townships. With industrial employment and payrolls high, assemblymen and the general public are unable to understand why relief rolls still are large and are concerned about possible ineligibles on the rolls—but unwilling to provide administrative costs for careful investigation. The Hamilton County Welfare Department (Cincinnati and environs) officially closes its doors on June 15, after which a skeleton staff will handle emergency cases only and certify clients to other agencies for future care. A small fund is available for the transient and emergency relief cases for which, by law, the county must provide. Clients are flocking to private agencies which are returning them to the public department. Cleveland et al (Cuyahoga County) has a small special tax fund, less than the usual needs for a single month, made available as an emergency appropriation.




**Showing percentage distribution of annual expenditures for relief in 120 urban areas, by source of funds and type of relief. ([1]—Excludes CWA expenditures, November 1933—March 1934; [2]—Excludes WPA expenditures, August—December 1935.) Only about one percent of relief expenditure in 1935 was from private funds. From Trends in Different Types of Public and Private Relief in Urban Areas, 1929-35, U. S. Children's Bureau publication No. 237.**

In St. Louis, inadequate month-to-month provision of state funds, lack of city funds, misunderstandings between local and state officials have thrown relief into what a news correspondent recently called "the sorriest muddle since the depression began." At present there is a large relief population receiving only "half rations," there is no long range program, and the city is more than $2 million "in the red" on its relief budget. To cap the climax, early in May the city's relief commission resigned. As we go to press nothing has been done to resolve the situation.

An administrative order from the Tennessee Department of Institutions and Public Welfare gave notice that from April 1 only emergency cases ("acute human suffering") would be accepted, because of the probability that "the general direct relief program as now operated by state funds" would be stopped in June or July for lack of funds. Such direct relief as may be given will be the responsibility of counties or municipalities, for those ineligible for WPA or social security.

**WPA in Statistics**—Reviewing WPA since 1935, figures given out on its "anniversary" showed that it has operated more than 121,000 projects, notably improvements of highways, streets and public buildings. The current WPA employment roll of 2,100,000 is a million below the February 1936 peak.

**In the Newspapers**—A major New York daily newspaper, unaware that systematic statistics were kept on relief cases, other than WPA and social security, undertook to collect them. Gathered almost overnight, mostly by telegraph from governors or other state officials, the results produced a figure so fantastically inaccurate that a few days later the paper found it necessary to publish a correction, in the form of official figures collected by Emerson Ross of the division of statistics of WPA. Such errors as reporting the number of individuals in relief families when number of families was sought,



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

or the slip of a few decimals in transmitting messages demonstrated the danger of such "statistics." The bulletin of the Joint Committee on Relief Statistics of the American Public Welfare Association points out that this demonstrates "the need for keeping newspapers currently advised of the extent to which reliable statistics relating to relief administration are available."

**In Print**—After Five Years, a summary of the transient problem, reports the entire five years of work of the National Committee on Care of Transient and Homeless. Besides discussing the work of the committee "as a unique experiment in social organization," the pamphlet includes a critique of the late federal transient program and activities since its liquidation, and takes a look at the future for the transient. (The Committee on Care of Transient and Homeless, 1270 Sixth Avenue, New York. Price 10 cents a copy from the committee.) . . . Relief to Indians in Wisconsin prepared by Hazel F. Briggs and Stephen J. Schneider, discusses the particular problems of destitution among Indians as experienced in Wisconsin, exemplifying the complications in status and peculiar cultural background, which Indian relief presents. (Wisconsin Public Welfare Department, 315 South Carroll Street, Madison.)

## The Insurances

AMONG the primitive Eskimos of Nunivak Island, social security is "centuries old," according to Dr. Hans Himmelherber, an anthropologist who has been making a study of the tribe. While some tribes practice exposure of the aged, the Nunivak Island Eskimos provide for their old people and their needy "through gift festivals . . . at which the gifts are piled up and then distributed to the old and poor first."

**Administration**—The organization of an advisory council on social security was announced recently by Senator Pat Harrison, chairman of the Senate committee on finance, and Arthur J. Altmeyer, chairman of the Social Security Board. The council is made up of twenty-four men and women, representing employers, employes and the public. This group, in cooperation with the board and a special Senate committee will consider certain phases of the security program, including the advisability of increasing the amount of monthly benefits under Title II for those retiring in the early years of the program; of commencing payments before January 1, 1942; and of including groups now excluded. The council will also discuss the size, character and disposition of the reserve fund. . . . Persons who are over sixty-five and consequently ineligible for old age benefits under the act, but who are employed, will now be allowed to apply for account numbers. It is believed that this will be of material assistance to the states when they set up their records for unemployment compensation. . . . Merging of the United States Employment Service and the administration of unemployment compensation under the social security act was recommended last month by the New York State Unemployment Insurance Advisory Council. Herman A. Gray, chairman of the council, points out that registration of eligible unemployed, payment of benefits, and placement are closely related. "The functions cannot and should not be separated at any point, in administration, in local offices, in policy, in bookkeeping or in budgeting. Their present separation in Washington results in inefficiency, friction and unnecessary delay."

Recent examinations in Indiana and West Virginia for positions in state and county welfare departments exemplify the kind of tests being developed for filling thousands of new positions created under the social security act. In both states analyses of duties and responsibilities were prepared as bases for statements of job specifications. The American Public Welfare Association assisted in framing and giving the examinations. The association suggests that such tests should be both written and oral and should include an interview with an examining board to bring out the social philosophy of the applicant, his attitudes "and related psychological factors." The association is undertaking a national study of job qualifications in an attempt to provide basic data for the classification of positions in this new field.

Regional Director Anna M. Rosenberg (New York) announces that the Bureau of Internal Revenue and the board intend to proceed at once to investigate complaints concerning violations of the social security act and to penalize willful violators. Reported violations include deductions from workers' pay without return of such deductions to the Bureau of Internal Revenue; filing of no returns by employers; reports without workers' account numbers, and others.

**Old Age Benefits**—The federal contributory system should be broadened to include groups now omitted, according to the Committee on Old Age Security of the Twentieth Century Fund which has just made a fifteen-month study of the problem. Public employes and employes of religious, educational and other non-profit organizations should at once be included, the committee recommends. Because of "formidable difficulties of administration," the committee does not suggest the inclusion of agricultural workers at this time. Coverage for full time domestic workers would not be so difficult, since families that employ them usually represent a high income group and are accustomed to keeping records, reporting income and paying taxes to the federal government." Fair valuation of part payment to household workers in the form of food and lodging could be made after some administrative experience, the committee holds. The committee estimates that 1,500,000 persons in public service, aside from education, and 1,700,000 employed by non-profit agencies are now excluded from the act. Far reaching changes in the methods of financing old age benefits will be recommended in the final comprehensive report of the committee.

The Social Security Board claims experience to date indicates that approximately 70 percent of the wage earners who die leave a widow or widower, and that in approximately 50 percent of the cases where an application for old age benefits has been filed there are no other assets in the estate aside from the amount to be certified.

**Unemployment Compensation** — The Wisconsin Industrial Commission reported on May 3 that since benefits became payable, nine months ago, 110,000 checks totaling $682,000 had been mailed to 34,000 workers. Each check has covered one week of either partial or total unemployment. The net balance of the Wisconsin unemployment reserve fund exceeded $21,700,000 after paying out in benefits a sum equal to 3 percent of the total contributions collected since July 1, 1934. Although 4300 Wisconsin employer accounts are now potentially liable for benefit payments, fewer than 1800 have had occasion to make payments, and the amounts involved were in the majority of cases only a small part of their accumulated reserve. [See *Survey Graphic*, April 1937, page 214]. On April 30, the unemployment trust fund in the U.S. Treasury amounted to $232,438,397.11. This sum represented deposits and accrued interest on accounts of thirty-four states and the District of Columbia. . . . Alaska's unemployment compensation law was approved by the board early last month, making forty-five accepted laws. Nebraska and Delaware have recently enacted similar laws, and it is expected that these will be reviewed shortly. Only three states—Illinois, Missouri, Florida—and Hawaii have not yet enacted unemployment compensation legislation, and all of these have bills pending in their legislatures. . . . Twenty-three states have so far amended their unemployment compensation laws. In the amendments and in the new laws recently enacted, a definite trend toward eliminating employe contributions is noted. Only eight state laws now require wage earner contributions



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

to unemployment compensation funds. Changes also indicate a tendency to broaden the coverage of state laws to include employers of one or more workers, and to simplify administration.

**New Publications** — Unemployment Compensation, What and Why? A brief, complete and readable explanation in pamphlet form. Publication No. 17 of the Social Security Board. Order from the superintendent of documents, Washington, D.C. . . . Analyses of State Unemployment Compensation Laws, a tabular analysis of the chief provisions of state legislation under the security act, including applicable provisions from other state labor laws. From the superintendent of documents, Washington, D.C. Price 15 cents.

## The Labor Front

GOVERNOR LEHMAN of New York late last month signed a bill creating a state board of mediation, with an appropriation of $25,000 to carry on its work of preventing and composing labor disputes. . . . Wisconsin has enacted a labor disputes act which defines "unfair labor practices"; outlaws company unions; sets up a state labor board empowered to prevent unfair labor practices, to appoint arbitrators in industrial disputes, to subpoena witnesses and records. The three-man board will have $50,000 a year to carry on its work. The law provides for a fine of not more than $500 or imprisonment for not more than a year for violations.

**Battle Lines**—A special conference of the American Federation of Labor in Cincinnati the last week in May decided on active opposition against the Committee on Industrial Organization. Though the ten CIO unions have been suspended, not expelled, and are thus technically still within the federation, the conference approved plans for chartering unions in fields already occupied by the CIO organizations. Probably the first field invaded will be that of the United Mine Workers headed by John L. Lewis, who is also chairman of the CIO. The purpose of the rival unions will be to weaken and, if possible, to destroy the CIO unions. It is believed that the ten CIO unions will be formally expelled at the October convention of the federation.

**Autos**—The first contract recognizing the United Automobile Workers as the sole bargaining agency for the employes was signed last month by representatives of the Packard Motor Car Company and the union. The contract, effective until May 1, 1938, provides for vacations with pay, the shop steward system to handle grievances, and a wage increase of 3 cents an hour for all hourly paid employes. The union pledges itself not to permit any strikes "or any other interference or any other stoppage, total or partial of any of the company operations" for the term of the contract. In the industry's first Wagner Act election, about 14,000 Packard workers voted four to one to be represented only by the UAWA. . . . The next objective of the organization effort in the Detroit area is now known to be the Ford Motor Company, with 90,000 employes. The company has an additional 60,000 workers in other communities. The organization campaign is under the direction of Richard F. Frankensteen who had a prominent part in the General Motors and Chrysler strikes. Mr. Ford recently distributed a message to all Ford employes, reiterating his anti-union views. The campaign, which has been quietly planned for weeks, opened with an outburst of violence when CIO representatives attempted to distribute union literature at the Ford Rouge plant in Dearborn. Each side blames the other as the instigator of the "riot," in which several unionists, including Frankensteen, were injured.

**Textiles**—The textile organization drive of the CIO, which is being directed by Sidney Hillman of the Amalgamated Clothing Workers [see *Survey Graphic,* June 1937, page 338] was carried to New England late last month. The New England campaign was opened in Lawrence, Mass., the only important textile center not affected by the general strike in 1934. . . . The CIO has gained its first important victory in the silk and rayon industry in signing a contract covering 4000 workers in 200 plants making silk and artificial silk cloth. The provisions of the contract include full union recognition and a minimum wage of $15 a week.

**Railroads**—Leaders of fourteen railway unions will meet with regional committees representing the managements of eastern, southern and southeastern roads in Chicago this month to negotiate union demands for wage increases of 20 cents an hour. It is the hope of the roads that wage demands may be adjusted through direct negotiation, much as the national committee of railroad presidents handled the 10 percent wage reduction in 1932. This cut has already been restored. The present demands would raise wages above the 1929 level.

**Geneva Delegates**—The official delegation to represent this country at the International Labor Conference in Geneva will be: for the government, Edward F. McGrady, assistant secretary of labor, and Grace Abbott, professor of public welfare, University of Chicago; for the workers, Robert J. Watt, secretary of the Massachusetts Federation of Labor; for the employers, Henry L. Harriman, chairman of the board, Boston Elevated Railway Company. There will also be a group of advisers for the government, the workers and the employers. [See *Survey Graphic,* June 1937, page 346.]

**Record and Report**—Industrial versus Craft Unionism, compiled by Julia E. Johnson (H. W. Wilson Co. 320 pp. Price 90 cents) is primarily a debate handbook. It includes a great deal of timely material for general information on this much discussed question. . . . Minimum Wage Legislation in the United States, by Eleanor Davis. A selected bibliography of recent books, pamphlets and magazine references. (Industrial Relations Section, Princeton University, Princeton, N. J.) . . . Who Are the Job Seekers? An analysis of the characteristics of 7,800,000 employment office registrants in December 1935, and 6,600,000 registrants in July 1936, prepared by the division of standards and research of the U. S. Employment Service (Superintendent of documents, Washington, D. C.) . . . The Women's Garment Industry: An Economic Analysis, by Lazare Teper. Material for discussion groups and adult education classes, well presented in brief compass. (International Ladies' Garment Workers' Union, 3 West 16 Street, New York. Price 25 cents.)

## Public Assistance

"GRANDMA" Weeks of Florida, age not given but said to be Florida's oldest resident and the oldest recipient of public assistance in the country, has received her first check, amounting to $7.50. With it she bought, among other things, a coffee pot and a butcher knife. There is some concern in the postoffice in Tampa where "Grandma" resides, over the size of her fan mail which is sent to her via the State Department of Welfare.

"Grandma" is one of an estimated total of 1,718,700 individuals who received aid during May under federal-state public assistance plans, from an estimated total expenditure from federal, state and local sources of $30 million. Of these 361,700 were dependent children in 140,000 families, 1,323,000 were needy old people and 34,000 were blind.

On May 15 the federal government had granted to states participating in the three programs an aggregate of $145,528,239.23; of which $124,519,802.01 was for old age assistance; $5,311,274.73 for the needy blind; and $15,697,162.49 for aid to dependent children.

Average public assistance payments in March 1937 were: aid to the needy aged,



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

$18.77 (individual); aid to needy blind, $25.41 (individual); aid to dependent children, $29.02 (per family).

**Short Circuit**—Instead of granting federal old age assistance money to states for the current quarter in a lump sum, as is customary, funds for April alone were given. Availability of May and June payments depends on congressional action on the Independent Offices Appropriation Bill, at this writing tied up in committee. The 1936-37 appropriations for old age assistance have been exhausted but the bill in question, when enacted, would make available certain federal funds for current old age assistance costs.

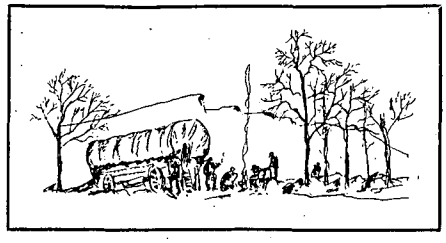
**Recommendation**—"Because payments to aged people under state old age assistance laws and under the federal pension system should offer something more than bare emergency relief," the Committee on Old Age Security of the Twentieth Century Fund, in a current report, is recommending important changes in public assistance provisions of the social security act. As evidence of inadequacy of payments, the committee submits findings of its staff that although average payments in January 1937 were above $30 in one state, the average for the country as a whole was less than $19 a month and in one state as low as $4.06.

As an incentive to the states to make more adequate payments, the committee suggests a provision that no federal grant be made to any state unless its average assistance payment amounts to at least $12, the federal grant to cover two thirds of such minimum. An additional recommendation is that where average pensions exceed the minimum, the federal grant be one half of the additional amount above $12 and up to $30.

Grace Abbott dissents from the majority committee recommendation, on the grounds that "inescapably" the plan would encourage a $12 average grant and "would be interpreted by some legislatures and governors as federal approval of the $12 average and disapproval of larger pensions." The majority opinion sees a special merit in the plan because it would afford the greater measure of federal help to the poorer states.

## Adult Education

ORGANIZED as an informal conference discussion, the twelfth annual meeting of the American Association for Adult Education was held at Skytop Lodge in the Pocono Mountains, Pennsylvania, last month. The meeting was organized around three general topics: the social significance of adult education; democracy and adult education; a working philosophy of adult education. The association is organizing a series of regional conferences for the current year, to be held in cooperation with local agencies in the Pacific Northwest, California, Rocky Mountain region, Minneapolis, Chicago, St. Louis, Cincinnati, Pittsburgh, New Jersey, the eastern South, and New England.



**Education for Democracy is the title of a stimulating radio program and study guide for discussion groups. It is based on the first publication of the Educational Policies Commission, The Unique Function of Education in American Democracy, prepared with the collaboration of Charles A. Beard and Hendrik Willem Van Loon. Both may be secured from the Commission, 1201 Sixteenth Street, N.W., Washington, D.C.**

**New School**—Signalizing its establishment as a permanent adult education institution, the New School for Social Research, 66 West 12 Street, New York, has formed a faculty council to act as an advisory board in matters of educational policy. The twenty-five members of the council have been lecturers at the school during the sixteen years of its existence. The council will advise with the director on the proposed curriculum for each term. It will also submit for decision and election by the board of trustees the names of persons to fill the offices of director, associate director and assistant director, should a vacancy arise.

**Teacher Training**—Adult education programs including vocational training and elementary school subjects are now usual in state and federal prisons. New Eastern State Penitentiary, Pennsylvania, last year launched an experiment in teacher training for prisoners chosen for their knowledge of skilled trades, stenography or bookkeeping. The courses were made as practical as possible, and included classroom organization and management, tests and measurements, trade analysis, methods of teaching. The training courses were so successful that the experiment is being continued this year.

**Illiteracy**—Approximately 700,000 adults have been taught to read and write in the last four years through the education programs of FERA and WPA, according to a recent report from Washington. In March 1937, 241,048 men and women were enrolled in 22,779 literacy classes with 5785 teachers engaged in their instruction. The 1930 census showed four and a half million adult illiterates in the United States, and educational authorities hold that at least as many more are "functionally illiterate," unable to use their limited reading ability for any practical benefit. Texas has the largest number of adults enrolled in WPA literacy classes, 18,561. Pennsylvania has 17,607. In New York City, 17,999 men and women are learning to read and write, while the rest of the state reports only 1993. Other states with enrollments over 10,000 are: Georgia, Illinois, Mississippi, Ohio, South Carolina and Tennessee.

## Youth

PUBLIC service scholarship loans will be tried next fall at the University of Wisconsin as an experiment in helping able students to finance their college courses, and also to give them some experience in public service. The plan, inaugurated by Governor La Follette, requires the state government to use these graduates as special administrative and research apprentices for a limited period while they are repaying the scholarship loan. They will not displace regular civil servants, but on completing their apprenticeship they can, if sufficiently interested, take the regular civil service examinations. The details of the plan are being worked out by a faculty committee and the personnel division of the state capitol.

Vocational guidance and counseling for Negro youth was organized by the National Urban League last month in high-schools and colleges in fifty urban centers. The eight-day campaign was endorsed by the National Youth Administration.

**For Farm Youth**—Sons and daughters of tenant and other low income farm families will be offered agricultural and homemaking training courses through a nation-wide project of the National Youth Administration, in cooperation with the Department of Agriculture and various state schools and colleges. Farm youth who have not been able to go beyond elementary school will be selected on the basis of eligibility for NYA employment and ability to profit by the training plan. They will be assigned in groups as special students in one to three-month courses, receiving tuition, subsistence and a $5 monthly cash allowance. They will have practical instruction in farm and home economics subjects, and work half time on projects on the school or other public property.

**Color Line**—A protest against the refusal of educational authorities to allow him to enroll in the School of Pharmacy



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

of the University of Tennessee has been filed by William B. Redmond, a young Negro living in Nashville. Counsel for Mr. Redmond state that he does not ask to attend classes with white students, but that he asks the enforcement of a statute passed in 1869 requiring the provision of education for all, regardless of color. Under Tennessee law, it is a misdemeanor for white and Negro students to attend the same classes. Counsel for Mr. Redmond point out that the state now makes no provision for instruction in pharmacy for Negroes. The suit is part of a move by the National Association for the Advancement of Colored People to remove discrimination against Negroes in public educational opportunities.

## Child Welfare

SLOWLY but steadily the number of children receiving foster home care is increasing, according to the May 1937 issue of *Social Statistics,* supplement to the U. S. Children's Bureau's monthly publication, *The Child.* Reports from the agencies in twenty-three reporting areas which are cooperating in the bureau's social statistics project show an average increase of 5 percent in this type of care since the last such computation in May 1936, and of 36 percent since 1929. On the other hand, institutional care of children, in twenty-four reporting areas, decreased 4 percent in 1936 as compared with 1935 and 16 percent as compared with 1929.

In day nursery care an upward trend, which first was noticeable in the 1934 Children's Bureau reports, continues to be evident, with 1936 statistics showing a 10 percent increase over 1935. However, in the areas reporting there were only about four fifths as many children under care in day nurseries in 1936 as in 1929.

**News Notes**—Beginning May 1, New York State's system of mother's assistance, administered by county boards of child welfare, came under the provisions and the benefits of the federal social security act. Last year, without benefit of federal funds, the boards paid an average monthly allowance of $18.11 per child. Some 4982 new cases were added last year, about 70 percent of them in New York City, and 4462 were discontinued. During the past ten years, the combined case load of the boards has increased from 14,514 families with 40,123 children to 28,924 families with 67,855 children under sixteen.

The Social Service Division, U. S. Children's Bureau, is making a summary of laws on interstate placement of children with an investigation of some of the problems of administration. It also has under way an analysis of all legislation for the protection of children under care away from their own homes and a study of adoptions including an analysis of problems in some two thousand cases and an evaluation of public services and procedures in connection with adoptions.

**More Needy Children**—The Children's Bureau of Cleveland, in a recent report to the Cleveland Foundation revealed increases in numbers of children placed in boarding homes and of those needing placement in the city during 1936. The report predicts unprecedented need for this service in 1937, because families are not being rehabilitated as rapidly as in pre-depression years; older children cannot get jobs; relatives are less often financially able to take children; fewer free homes are available and children placed in them frequently are returned because of inadequate income. The county child welfare board and the humane society are reported to be unable to increase the number of children under their care. Parents are asking to have their children placed because they are anxious about the future of relief or have been evicted and are in unsuitable living quarters.

**Mothers' Milk**—The largest mothers' milk bureau in the United States, that established under the Children's Welfare Federation of New York City, today supplies between thirty-five and forty-five babies with their essential diet. Twenty-five mothers, each carefully tested and examined, whose own babies do not require all of the food nature provides for them, are the source of supply. The young "customers" are in New Jersey, Connecticut, Pennsylvania and Maryland, as well as New York, some of the milk being shipped by airmail or train in frozen form. Eighty-five percent of prematurely born or seriously ill babies served by the bureau during its fifteen years have survived.

**Publications**—A newly revised, classified bibliography covering the various phases of social work for children has been issued by the Child Welfare League of America. Originally suggested by the curriculum committee on child welfare courses of the American Association of Schools of Social Work, this bibliography is the work of a special committee, Edith Baylor of Boston, chairman. Materials included range from selected articles in National Conference of Social Work Proceedings (1875 through 1936) to pertinent fiction. Price 25 cents a copy, less in quantity, from the league, 130 East 22 Street, New York. . . . A report on the use of volunteers in children's agencies and institutions, also the work of a special committee, has been issued by the league. Besides outlining a brief program for the use of individual agencies, it discusses the practical problems and opportunities involved. All suggestions are specifically in terms of the children's field. A short bibliography is included. Price 15 cents, from the league. . . . A list of references on foster home care and one on adoption have been compiled by Evangeline Kendall, for the Children's Bureau. (Superintendent of documents, Washington, D.C.) . . . Foster Homes: a bibliography available in mimeographed form from the Minnesota State Board of Control, St. Paul, Minn.

## The Public's Health

GAINS in public health made under the leadership of Surgeon General Parran since the advent of the social security act a year ago show that this year for the first time all states and territories have been able to provide means for training their public health workers. State and federal officials attending a recent conference in Washington, D.C. found that forty-six states have strengthened their public health activities and forty-two their sanitary engineering facilities. Thirty-two states have made gains in social disease control and in laboratory research into the cause and cure of disease. Many states reported gains in: methods of collecting vital statistics, promotion of industrial hygiene, tuberculosis control, health education, child hygiene, cancer control, food and drug inspection, mental hygiene, milk sanitation methods.

The health officers, meeting for their thirty-fifth conference, were reminded by Surgeon General Parran that last year the conference discussed the hope of better health for people of the United States through provision of the social security act, and that this year the first realizations of that hope could be recorded. With new health service standards being set up, Dr. Parran pointed out that great difficulty is encountered in securing and training adequate public health staffs. In discussing the first year under social security, Josephine Roche, assistant secretary of the treasury, said that although only a bare beginning has yet been made toward improving the nation's physical welfare, "as a result of the act's first year of operation more than a thousand additional public health nurses, more than six hundred additional doctors and nearly five hundred additional experts in sanitary engineering are at work in the United States."

**Short on Specialists**—A special study of obstetric facilities in the so-called "tri-state metropolitan area of New York" was made for the Hospital Survey of New York by the Maternity Center Association. A lack of resident doctors and nurses trained for the special care of mothers in childbirth was found to be an outstanding weakness of governmental,



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

voluntary and proprietary hospitals in the area studied. In only half of the municipal hospitals visited has the resident physician had specialist training for the care of mothers in childbirth. Three fourths of the voluntary hospitals visited have no resident physician with previous special training in obstetrics. In hospitals with nurse training schools, two thirds of the nurses in charge of teaching obstetrics to students have no special training in the subject. The number of hospital beds for maternity patients in the area, however, was found to be sufficient, probably till 1940 or after.

**Practical Helpers**—For the past eighteen months the Works Progress Administration of New York City has carried on a demonstration in the city known as "home care of chronic patients project." More than six hundred chronically ill patients have been cared for. The majority are referred by the Henry Street Visiting Nurse Service and others by the Emergency Relief Bureau. The project itself provides no medical or nursing service. Its aim is to offer complete housekeeping service, without which the patient could not remain at home. The housekeepers on the project are selected carefully, usually are fairly experienced and receive supplementary training under the supervision of a home economics teacher. They receive long term assignments and each housekeeper serves an average of two patients a week.

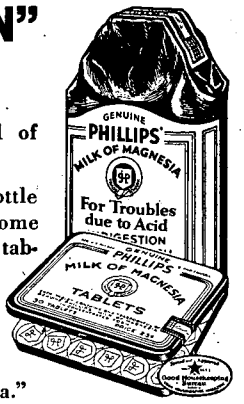
**Pioneer**—Birth control became legal in Puerto Rico on May 1 when acting Governor Menendez Ramos signed a bill passed by the insular legislature striking out birth control prohibition. Governor Blanton Winship made a statement through Mr. Ramos that the bill had his complete approval. The present excess population and its rate of growth, particularly in recent years, with increasing unemployment, poverty and misery were among factors which brought about the passage of the bill. A further bill was passed and signed creating a eugenics board for Puerto Rico. This board will have authority to pass upon candidates for marriage and to order sterilization of the insane and incurably diseased, according to news reports.

**Taboo Breakers**—The Pulitzer Prize Committee of the Columbia University School of Journalism awarded to *The Daily News*, tabloid newspaper of New York City, honorable mention for "the most disinterested and meritorious public service rendered by any American newspaper during the year 1936." Announcement of the award read: "To *The Daily News* for its campaign covering venereal diseases and prophylaxis. These diseases affect 15 percent of the population of the United States. 'The truth may hurt,' said New York City Health Commissioner John L. Rice, 'but the more the average citizen knows about venereal disease the sooner it will be stamped out.' " . . . As part of the effort to break "the conspiracy of silence" surrounding syphilis, the New York Association for Improving the Condition of the Poor sent to all its contributors a bulletin citing that disease as one of the major problems of relief agencies. Syphilis was a "known problem" last year in 215 families which the AICP assisted to the extent of $20,847.


# YOU CAN BE SURE OF THE BEST

## If You Have "ACID INDIGESTION"

*Alkalize Your Stomach This Way in Few Minutes*




YOU can relieve even the most annoying symptoms of acid stomach in almost as little time, now, as it takes to tell.

The answer is quick and simple: You *alkalize* your *stomach* almost instantly this way:

*Take*—two teaspoonfuls of Phillips' Milk of Magnesia 30 minutes after meals. Or, take two Phillips' Milk of Magnesia Tablets, each of which contains the equivalent of a teaspoonful of the liquid form.

Try this method. Get a bottle of the liquid Phillips' for home use. A box of the Phillips' tablets that you can carry with you in pocket or purse—only 25¢ for a big box. Watch out that any you accept is clearly labeled "*Phillips'* Milk of Magnesia."

**PHILLIPS' *MILK OF MAGNESIA***

## MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

*Literature on Request*

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.


## Hospitals

AN all-time record was reached in 1936 in the total number of hospital beds available in the United States and in the number of patients using them, according to the annual census of hospitals made by the American Medical Association's Council on Medical Education and Hospitals.

It is estimated that one person in fifteen in the United States was admitted during 1936 to one of the country's 6189 registered hospitals. There were 1,096,721 beds available and 8,646,885 patients during the year, whose average stay was thirteen days. In 1935 there were 1,075,139 beds and 7,717,154 patients.

In connection with the census, a special study was made of overcrowding in mental hospitals. It was found that a tendency to overcrowd "seems to be general, if not chronic, in state mental institutions." In the 228 such hospitals studied, the excess of patients over the rated capacity was less than 15 percent in sixty-one institutions; from 15 to 30 percent in forty-six; from 30 to 50 percent in twenty-four; and 50 percent and over in four.

With more than 100,000 new patients admitted to the mental hospitals of the United States during 1935 (federal census bureau's latest enumeration of institutionalized mental patients) the total number of patients on the books of the 427 public and private mental hospitals reached 466,045 by the end of that year. From this total reports were missing for a few small hospitals. More than 85 percent of all institutionalized mental patients were in state hospitals.

The AMA census found conditions of overcrowding so extreme in state mental hospitals that beds often were in corridors



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

and passageways, frequently placed head to head or even side by side. State hospital commissions, welfare departments and hospital superintendents are pointing out the higher rate of discharge and recovery of patients from mental hospitals where overcrowded conditions do not exist. While most states are not keeping pace with the needs of the mentally ill, the National Committee on Mental Hygiene has made recommendations from which, says the AMA council, census returns indicate that most states are trying to benefit.

The construction program of the Public Works Administration financed by loans or grants more than two thirds of all hospitals built during the past three years, according to the 1936 report of Harold L. Ickes, PWA administrator. Approximately $17 million was allotted for construction work at state institutions for the mentally ill and defectives, which has helped materially to relieve crowded conditions.

## Dollars and Doctors

A LOOK-BACK to *The Survey* of May 13, 1916, throws light on the time element in health insurance, group and social medicine. "The value of health insurance and the need of it in the United States have been generally conceded," commented the editor twenty-one years ago, "but the form it is to take and how the experience of Europe may be applied to this country are subjects of lively and fruitful debate, to which *The Survey's* pages will be heartily opened."

**Doctors Speak Up**—The Medical Society of the State of New York has inaugurated a "speaker's service bulletin," aiming to "help make the medical profession vocal."

"In these changing times, many forces are operating to affect the health of the public. . . . A word here and there, even a brief one, as the physician goes his way, may achieve in the sum a vast public influence," says the committee for the new plan. Subjects of early bulletins distributed to doctor members include: Tuberculosis Is Still a Serious Problem (early diagnosis campaign); Anything Can Happen (social medicine, mostly con).

**Still True**—Dollars, Doctors and Disease, by William Trufant Foster, a recent Public Affairs pamphlet, draws attention once more to the findings of the Committee on Costs of Medical Care, reported in 1932 and still largely lacking decisive results.

The author points out that public health services now supported by taxation are more extensive than is realized. How far government jurisdiction should be extended is the question posed as vital to the medical profession and to laymen. (Pamphlet No. 10. Price 10 cents from the Public Affairs Committee, National Press Building, Washington, D. C.)

**Canadian Approach**—The Medical Association of Ontario, Canada, anticipating a probable government plan for health insurance for the province within a year or two, is experimenting with procedures for putting the measure into effect. Through an arrangement with the government the association, as a preliminary trial, handled medical services for all relief recipients in the province. With the cooperation of the Rockefeller Foundation, the Essex Laboratory of Medical Economic Research at Windsor, Ontario, now is conducting further diversified experiments in medical relief.

## Interpretation

"DISTINGUISHED interpretation in 1936-37" recently was recognized by the Social Work Publicity Council with its annual presentation of verbal laurels. Awards this year were earned by: the "Human Security Week" of the Florida State Board of Social Welfare; *The Councillor,* organ of the Baltimore Council of Social Agencies; the public relations program of the Los Angeles Community Welfare Federation; the maternal welfare campaign of the Onondaga Medical Society, Syracuse, N. Y.; the campaign booklet, "80 percent of the People," issued by the United Hospital Fund of New York; the exposition of "Community Serviceland" by the Community Chest of Worcester, Mass.; the 1936 campaign booklet of the Henry Street Visiting Nurse Service of New York. Citations and the names of the individuals who earned the publicity crowns are published in the May 1937 issue of the council's *Bulletin.* (Price 30 cents a copy; or included with membership rates, from the council, 130 East 22 Street, New York.)

**How to Do It**—With interpretation at long last an urgent concern of social workers, whatever their walk of social work life, the Russell Sage Foundation comes forward with a "how to do it" manual by Helen Cody Baker of the Chicago Council of Social Agencies and Mary Swain Routzahn of the RSF staff. (How to Interpret Social Work. 79 pp. Price $1 postpaid of *The Survey.*)

This is a study course and the authors, in their first breath, assert that it is not for "publicity specialists." It is, they say, for run of the mill social workers who in the course of their day-to-day job must do all those things which add up to interpretation.

The course of twelve lessons is designed for groups under local leadership, with a good deal of material for state or regional institutes. It seems self-evident however that it will be seized upon for light and leading by many people who must do the job without benefit of group discussion or organized institute.

The authors see the public, "the people we are talking to," in a series of enlarging circles spreading from the board and staff, out through clients, cooperating agencies, contributors, "key-people," socially minded people, finally to reach the general public. To them "we tell our story" through the spoken word, the written word and pictures. Ten of the twelve lessons deal with the method of approaching each circle by means of these three media; the other two with combining all approaches into a planned program with the responsibility shared by local, state and national agencies. Each chapter is replete with "cases" and stimulating questions for class discussion or for self communion. The one on the written word is accompanied by twenty-five pages or so of carefully selected examples reproduced photographically.

Mrs. Baker and Mrs. Routzahn do not go into the philosophy of the interpretation of social work—that is another story, yet to be written, perhaps even to be evolved. Meantime the job must be done. Their manual should make possible a better job here and now wherever "here" happens to be.

**For the Eye-Minded**—A series of lantern slides showing the duties of the workers in the Gallinger Memorial Hospital, Washington, D. C.—from fireman to superintendent—has been prepared by Elwood Street, director of public welfare of the District of Columbia. The purpose, he says, is to "glorify" the humbler aspects of the operation of a great hospital, for the edification of the board of directors and of various community groups before which lantern-lectures will be given.

A new talking slide film, For All Our Sakes, sponsored by the American Social Hygiene Association for use in public education on syphilis, may be secured from the association, 50 West 50 Street, New York. . . . Two new exhibit charts for tuberculosis education, may be ordered from the Health Education Service of the National Tuberculosis Association, 50 West 50 Street, New York.

## Professional

SOCIAL work educators talked back to legislators in Missouri recently when the house of representatives passed a resolution attacking social workers and memorializing Congress to protect the state against their "intrusion" in the administration of the social security act. Up spoke Frank J. Bruno, of Washington University, Arthur S. Emig of the University of Missouri and the Rev. Joseph Husslein of St. Louis University in a joint public statement, widely circu-



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

lated in the press, giving the practical reasons why experienced, well-equipped personnel are a *sine qua non* to the success of "the greatest experiments in social protection ever undertaken in any nation."

**Pursuit of Knowledge**—The Summer Institute for Social Progress meets on the campus of Wellesley College from July 10-24 for its fifth session. Colston E. Warne, professor of economics at Amherst College will head a faculty including: Prof. Percy Wells Bidwell, from the University of Buffalo; Prof. Carl Joachim Friedrich of Harvard University; Prof. Alfred D. Sheffield of Wellesley; Prof. John H. Williams of Harvard and Leroy E. Bowman, of the United Parents' Associations of New York. Members representing many interests and occupations will confer on the general subject "The World Challange to Democracy—Can America Meet It?" Information from Dorothy P. Hill, 420 Jackson Building, Buffalo, N. Y.

Courses in housing will be offered at a number of New York colleges this summer. Edith Elmer Wood will conduct two courses at Teachers College, July 12-August 20. . . . With the cooperation of some twenty other experts, Carol Aronovici is planning a course in housing, city planning and low rent housing management, at the School of Architecture and Applied Arts, New York University, June 14-July 28. Under the auspices of Pocono Study Tours, 545 Fifth Avenue, New York, Mr. Aronovici has arranged another summer activity. Assisted by Dorothy Shaffter, he will conduct a European housing tour, sailing June 28. A field course in housing and city planning is scheduled, with visits to England, Norway, Sweden, Holland and France, returning September 14. . . . The American Institute of Real Estate Appraisers and the School of Business of Columbia University will cooperate in two courses at Columbia, during June and July. . . . The Federation of Architects, Engineers, Chemists and Technicians is sponsoring a series of eleven weekly discussions (evenings) on recent housing and planning developments, at the federation's school, 114 East 16 Street. Open to the public at a nominal fee.

Contingent on the number of new candidates presenting themselves, a course in interpretation of social service has been planned at the Northwestern University division of social work, with Helen Cody Baker of the Chicago Council of Social Agencies as leader. Information from William Byron, director, social service department, Northwestern University, Evanston, Ill. . . . A full listing of summer courses in public health is published in the May 1937 issue of the *American Journal of Public Health,* page 546. . . . Annual summer institutes of the Community Chests and Councils, Inc., will be held: for the Great Lakes region, at College Camp, Wis., July 19-24; for the Blue Ridge at Blue Ridge, N.C., July 26-31. . . . The annual conference on marriage and the family, with emphasis upon problems of teaching marriage, will be held July 5-9 at the University of North Carolina. Full information from R. M. Grumman, extension division of the university, Chapel Hill, N.C.

**Memorial**—Honoring the three staff members of the Denver Public Welfare Bureau who were killed at their jobs last spring by a supposedly demented client, a scholarship loan fund has been undertaken. Bearing the names of the three young men for whom it is a memorial, the Tunnel-Milliken-Di Dio Scholarship Loan Fund aims "to foster in the community a deeper understanding of the principles and aims of this profession" through encouraging a high standard of social work education. Efforts are being made to raise a fund of $10,000 to be granted to the University of Denver School of Social Work and administered as a revolving loan fund for needy students pursuing studies in social work.

Checks contributed to this fund should be made payable to Leo A. Steinhardt, treasurer and sent to the fund, care of the International Trust Company, Seventeenth and California Streets, Denver.

**Injustice**—Grave injustice was done the American Association of Social Workers in *The Survey* of March 15 when only a half a year's new noses were counted

## THE PAMPHLET SHELF

### Public Affairs

RESTLESS AMERICANS, by Clifton T. Little. Public Affairs Pamphlet No. 9. Price 10 cents from the Public Affairs Committee, National Press Building, Washington, D. C.

Analysis of large areas with low living standards in this country and of the need for better population distribution.

LIGHT ALONG TOBACCO ROAD, by Robert C. Dexter. The American Unitarian Association, 25 Beacon Street, Boston.

A description of sharecroppers, with a discussion of methods suggested for the alleviation of their situation.

### Housing

HOMES FOR WORKERS—Housing Division Bulletin No. 3, Federal Emergency Administration of Public Works, U.S. Government Printing Office, Washington, D. C.

A joint project of PWA and WPA, prepared for use in the adult education classes of WPA's educational division, this primer analyzes the problem in simple terms.

WHAT PRICE SUBSIDY—Pamphlet No. 4.

HOUSING CONFRONTS CONGRESS—Pamphlet No. 5. New York City Housing Authority, 10 East 40 Street, New York City.

Showing why government subsidy is the only method under present conditions whereby low cost housing can be achieved, and analyzing the various types of subsidy.

Preparing for hearings on the Wagner-Steagall housing bill the authority replies to some of the statements made during the last year's Senate debate on the 1936 Wagner bill.

### Buying Health

EIGHT YEARS WORK IN MEDICAL ECONOMICS, 1929-1936. RECENT TRENDS AND MOVES IN MEDICAL CARE. The Julius Rosenwald Fund, 4901 Ellis Avenue, Chicago.

A discussion of the fund's interest and activities in an economic experiment in medical care, and a discussion of the expansion and present shortcomings of socialized medical care.

COOPERATIVE HEALTH ASSOCIATIONS—THE ESSENTIALS OF ORGANIZATION AND FUNCTION, prepared by the executive board of the medical bureau, The Cooperative League of the U.S.A. Price 25 cents from the Bureau of Cooperative Medicine, 5 East 57 Street, New York.

An outline of the types of associations suitable to the needs of widely varying communities and groups.

IS HEALTH THE PUBLIC'S BUSINESS, by James Rorty. Social Action pamphlet, Vol. III, No. 6. Price 10 cents from Council for Social Action, 289 Fourth Avenue, New York.

Offered as "primary factual material for churchmen," the pamphlet surveys the whole problem of what is characterized as "the chaos in our health services." The case for group medicine is presented and the opposition scrutinized.

### Professional

CAMPAIGN WORK BOOK, issued by the Council of Jewish Federations and Welfare Funds, 71 West 47 Street, New York City. Price 65 cents.

Intended as "a practical guide to the organization of successful Federation and Welfare Fund campaigns."

SOME EMOTIONAL ELEMENTS IN SUPERVISION. Family Welfare Association of America, 130 East 22 Street, New York City. Price 25 cents.

A study by a group of social workers who have recently become supervisors, on methods and problems of supervision and the orientation of the worker as a beginning case worker.

SALARIES AND PROFESSIONAL QUALIFICATIONS OF SOCIAL WORKERS IN CHICAGO, 1935, by Merrill F. Krugoff. University of Chicago Press. 89 pp. Price 50 cents.

A study undertaken at the request of the Chicago Council of Social Agencies concluding a series of studies in special fields.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

as a 1936 total. Actually, the association admitted to its circle, in 1936, 1156 neophytes instead of the 715 noted by *The Survey*.

## People and Things

THE Consumers' National Federation, a clearing house to coordinate consumer protective activities recently was formed. Helen Hall, president of the National Federation of Settlements is chairman of the new organization; Persia Campbell, economist, is executive secretary; Robert Lynd, of Columbia University, vice-chairman; and Benson Y. Landis, of the Federal Council of Churches, treasurer. A major purpose will be "to establish criteria by which bona-fide consumer organizations may be identified." In general the organization will act as a central body for the consumer organizations which affiliate with it and will conduct a general educational and information service on consumer problems.

**New Jobs**—Elizabeth J. Mundie, local director of Girl Scouts for Chicago since 1929, this fall will become director of Region II, New York and New Jersey, with headquarters at the national office in New York. . . . Beginning forty-two years ago as a student kindergartener at Hull House, Gertrude Britton has made a large contribution to Chicago social work. This year she is retiring after twelve years' service as executive secretary of the Chicago Heart Association, but has been given the title of "executive director emeritus" by the board of the association which in 1922 she helped to organize.

Michael M. Davis, widely known as director for medical services of the Julius Rosenwald Fund, recently moved from Chicago to 9 Rockefeller Plaza, New York, to open an office for the Committee on Research and Medical Economics, of which he is chairman. The committee recently received a five-year grant from the Julius Rosenwald Fund to pursue studies in this field in which Mr. Davis long has been interested.

The Rev. A. J. Muste, field and industrial secretary of the Fellowship of Reconciliation and former head of the Brookwood Labor College at Katonah, N. Y., has been named director of the Presbyterian Labor Temple of New York, to succeed the late Rev. Edmund Chaffee. . . . The Rev. Harry J. Pearson, for ten years in charge of the Mariner's Church in Detroit, and organizer of the Episcopal City Mission there, is now director of social welfare for the Seamen's Church Institute of New York.

Marjoriedel Hubers, new staff secretary of the Chicago Council of Social Agencies' section on nursery care, comes from Buffalo, N. Y., where she was regional supervisor of fourteen emergency nursery schools. . . Imogene Poole Callaway is the new executive of the Associated Charities of San Antonio, Tex., succeeding Maud Dee who resigned on account of illness. . . . Mary J. Cronin has been appointed deputy institutions commissioner for Boston, Mass. in charge of the child welfare division of the city Department of Welfare.

**Jamboree**—This month a new migration of American boys will move on Washington, D.C.—twenty-five thousand Boy Scouts of America on their way to their first national "jamboree," to be held June 30-July 9. The scouts have been given the personal invitation of President Roosevelt. They will be quartered upon land "furnished" by courtesy of the Congress, upon the shores of the Potomac and under the shadow of the Washington monument. Dr. James E. West, for twenty-seven years chief scout executive, will be Jamboree camp chief and is directing the erection of the huge "city under canvas." Scouts from twenty-four foreign countries, Hawaii, Puerto Rico, the Philippines and the Canal Zone are expected.

**Public Office**—Dr. H. E. Chamberlain from the University of Chicago has been appointed consultant in psychiatry in the California State Department of Social Welfare, to assist in the organization of child welfare services "in relation to home, school and community life."

A key post in child welfare in New York goes to Grace A. Reeder, who recently resigned as director of the child welfare division of the Welfare Council of New York City. She will be director of the Bureau of Child Welfare in the reorganized New York State Department of Social Welfare.

Other recent professional appointments under the new New York State set-up [see *The Survey*, April 15 1937, page 120] include: Abbott Ingalls, a district social worker under the former New York Temporary Emergency Relief Administration, who will be general assistant to Commissioner David C. Adie; Glenn Jackson, formerly assistant executive director of TERA who will direct the bureau of public assistance; Fred Schumacher formerly of TERA who will direct home relief; Richard W. Wallace to direct old age assistance; Gladys Fisher from the Westchester County, N. Y. Department of Welfare who will be administrative officer of the department of old age assistance; James H. Foster, of the state department who will continue as assistant commissioner and will direct aid to dependent children; Harry Hirsch, also an assistant commissioner who will be in charge of "state and Indian poor." Under the new plan of division by area offices, up-state area directors will be Patrick A. Tompkins for Albany, Royal C. Agne for Binghamton, Harold S. Tolley for Buffalo, Alden A. Bevier for Rochester, Paul W. Guyler for Syracuse, H. Sherbourne House for the suburbs of New York City.

**Health Workers**—Robert W. Osborn has come back to the State Committee on Tuberculosis of the New York State Charities Aid Association as assistant executive secretary, after some years with the Buffalo Tuberculosis Association. Mr. Osborn was administrative assistant of the committee, 1924-30. Janet A. Scott succeeds Mr. Osborn as executive secretary of the Buffalo Tuberculosis Association, where she has been health education director.

Carl O. Lathrop of Kenmore, N. Y., is the new executive of the Niagara County Health Association, succeeding Margaret Newman, now associated with the social security program in Pennsylvania. . . . Dr. Conrad S. Sommer from the Institute for Juvenile Research of Chicago has been appointed medical director of the Illinois Society for Mental Hygiene. . . . Dr. Lowell J. Reed of the Johns Hopkins School of Hygiene and Public Health has been appointed dean of the school, succeeding Dr. Allen W. Freeman.

Dr. H. E. Kleinschmidt, of the National Tuberculosis Association, is now on leave of absence to direct public health training for the New York City Health Department. His "university" of 2500 students will include the entire personnel of the department. . . . Amelia J. Massopust, formerly director of social service at Bellevue Hospital, New York, has been appointed director of social service for the city's Department of Hospitals.

**At Home and Abroad**—The American Home Economics Association will meet June 21-25 in Kansas City, Mo. . . . The Youth Council of the National Association for the Advancement of Colored People will meet in Detroit June 29-July 4, for its annual conference.

The fifth international hospital congress will be held in Paris, July 5-12. . . . The World Federation of Education Associations will meet August 2-7 in Tokyo, Japan, for its seventh biennial congress. The Junior Red Cross Regional Conference for Far Eastern countries immediately precedes the federation meeting. . . . Le Congres International de la Protection de l' Enfance will meet in Paris July 19-22. . . . Plans are beng made for an international health congress in New York in connection with the 1939 World's Fair. The congress will be sponsored jointly by the National Health Council and the advisory committee on medicine and public health for the fair.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# Readers Write

## General Headache

To the Editor: In *The Survey* of March 1937, page 81, you quote the *St. Louis Post-Dispatch,* apropos of Headache in Missouri, that "Missouri politicians have transformed a finely humanitarian movement into an ugly racket. And the unfortunate result is that the really deserving old people are not getting the $30 a month which the law calls for, but about $11 a month . . . to keep body and soul together."

Let us be realistic. Where are really deserving old people getting "the $30 a month which the law calls for?"

In Monmouth County, N. J.—one of the richest counties in one of the richest states in the whole United States—really deserving old people are getting average old age allowances of $16.38 monthly in winter, around $13 monthly in summer.

Even the average of $16.38 monthly does not represent the situation fairly as the majority of these old people are existing on $12 to $14 monthly, with no other sources of income or supplementary aid. They are compelled to pick up coal along railroad tracks, to beg for cast-off clothing or to depend upon private social agencies for supplementary aid.

They receive actually less than the allowance for single persons granted by many New Jersey overseers of the poor. The local overseer allows $27.30 for a dependent single person. A decent existence for a single person with no other resources, requires a budget of at least $30 monthly. And the cost of living is higher in New Jersey than in Missouri and many other states.

What can be done about it?

We suggest that, as a first step, your caption read Headache over the U.S.A.

Lila B. Terhune

*Executive Secretary, Long Branch, N. J. Public Welfare Society*

## Gover'ment Layette

To the Editor: We have not had a gover'ment cow comparable to the one reported by Louis Towley [see *Survey Graphic,* December 1936, page 647] but we have a surplus commodity layette which was the cause of a good deal of distress to the conscientious young gentleman in charge of a local distributing unit. As witness his memo on the subject:

"To: Unit Supervisor Social Service. From: Unit Supervisor of Commodities. Re your letter 23 inst, subject—Alfonso Gonzalo. According to my records Alfonso Gonzalo case No. SW 1419 is opened for foodstuffs and clothing and no question is raised on this point. However Mrs. Gonzalo called recently and asked to be listed for a layette. I checked her form PA-29 and found no remarks that would indicate that she expects to be confined in the near future. From a casual and discreet observation I could not justify that it was a case for immediate attention, I told the lady that I had to limit myself to members of her family only as otherwise I would be exceeding my authority, but if she desired to call on you and if you authorized me to increase her family members or to list for a layette, that would be enough to clear me in a future audit. This morning the lady called again and I wrote on a slip, 'This certifies that Mrs. Gonzalo will be confined in the near future.' I told her that if she would get her attending physician, midwife or clinic nurse to sign it I would be glad to list her. The tendency of every woman in that condition is to make preparation long ahead of the time. I do not know if a relief client has that privilege or not and I am anxious to have a ruling on the subject. I also believe that some one, physician, midwife or clinic nurse, should decide when to issue a layette or you may send an unofficial slip saying that in your opinion it is necessary if you do not care to order me to insert the remarks on form PA-29.

"On March 17 Mr. Jesus Francisco called and requested a layette. I told him they were not made yet but if he would secure someone in authority to certify that it was a needy case that I would be glad to list him. In less than one hour he brought back a certificate from the nurse of the county health unit stating that his wife would be confined during April. This I consider official and eliminates fraud or hoarding.

"You know well that no lady cares to be questioned on the subject except by a professional and the method that I have suggested is simple and decent. I will do nothing that may be construed as an abuse of power or careless procedure."

Kathleen Randolph

*Florida State Board of Social Welfare*

## Well Remembered

To the Editor: We readers of *The Survey* rejoiced over the verdict of the Supreme Court in the Washington State Minimum Wage case. In allocating credit for this timely establishment in our government of the principle underlying the sustained law let us not forget our indebtedness to the late Mrs. Florence Kelley, a contributing editor of *The Survey.* There was something in her tutoring which made it mandatory for us to keep pressing on, once our facts justified our conclusions. It will be remembered that she was for years the chief proponent of minimum wage legislation and was the general director of the National Consumers' League, which sponsored and drafted the bills and devoted its funds and energies to factual briefs in their defense in state and federal courts. When a young co-worker—for such she always called us in her warm generosity—once showed tail and a bit of weakness, Mrs. Kelley very philosophically asserted that our defeat could be but temporary for undoubtedly there would come a depression which would demonstrate anew the necessity for the law, and bring a reversal from the Supreme Court. For those not too close to the facts, may I point out that whereas the latter prediction is clear to him who runs, the former is there for him who reads. Says the Court, "What these workers lose in wages, the taxpayers are called upon to pay. The bare cost of living must be met. We may take judicial notice of the unparalleled demands for relief which arose during the recent period of depression and still continue to an alarming extent, despite the degree of economic recovery which has been achieved. It is unnecessary to cite official statistics to establish what is of common knowledge through the length and breadth of the land. While in the instant case no factual brief has been presented, there is no reason to doubt that the State of Washington has encountered the same social problem that is present elsewhere. The community is not bound to provide what is in effect a subsidy for unconscionable employers. The community may direct its law-making power to correct the abuse which springs from their selfish disregard of the public interest."

*New York* Estelle Lauder

## Regrets Are Mutual

To the Editor: In the beginning of the depression *The Survey* printed an article by a social worker who lost her job, used up her savings, but was confident *she* would never become a case number. But she did and her feeling can be understood only by another ex-social worker (mostly voluntary) who was equally confident that, "It couldn't happen to me."

But it has—and I no longer have money for my subscription to *The Survey* or for many other things which an American should have—most of all the fierce independence I once knew.

Sara, the Gover'ment Cow, in the December *Graphic,* was worth the whole year's subscription price—only victims of SERA can understand that, especially those "who knew it could never happen to them." I regret that I cannot renew.

*California* B. M. S.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# Book Reviews

## Middletown Revisited

MIDDLETOWN IN TRANSITION. A Study in Cultural Conflicts, by Robert S. Lynd and Helen Merrell Lynd. Harcourt Brace. 622 pp. Price $5 postpaid of *The Survey*.

AGAIN the Lynds have held the candid camera up to Muncie (Indiana), and as some pessimists would believe, to America. In this second sociological portrait of a community we find Muncie, or Middletown, a little older, a little larger, but no wiser than it was a dozen years earlier. It is, indeed, a marvelous picture, done with beautifully dispassionate frankness, richer in detail and warmer in color and tone than its predecessor, the famous Middletown. The Lynds have not only improved their own technique of community portraiture, but have had the great advantage of previous acquaintance with their subject, so that this time, more nearly than before, they have caught its spirit as well as its lineaments. In short, a livelier and maturer masterpiece.

The gist of their findings as sociologists is that Middletown overwhelmingly is living by the values by which it lived when the first survey was made. From the depression, regarded as "just a bad bump in the road," nothing seems to have been learned; no essential change has taken place in the local folkways, beliefs and attitudes; no major new symbols have been developed. In spite of all the strange and startling happenings of the depression period—even in Muncie—Middletown's social and economic credo, like its religion, is still strongly Fundamentalist. The prevailing ideology remains that of the ruling business class—of Main Street, Zenith and Babbitt, with more than a little intimation of It Can't Happen Here. Not to mention, as part of this thought pattern, such gospel truths as those of the McGuffey Readers, the Horatio Alger stories and The Red Network.

There have been changes, though not in ideas. The population has increased from 35,000 to 50,000. A number of new industries have come to Middletown because of the inducement of low wages, long hours and the almost complete submissiveness of the labor supply. The workers for the most part continue to think that the blessings of life flow chiefly from the men of wealth and the employers, even though they got a little taste under the New Deal of the benefits of governmental action. Apparently they believe in the open shop as devoutly as the Chamber of Commerce. Thus they have emerged from the experiences of recent years of boom, depression and recovery with virtually no leadership and no sense of class solidarity or the possibilities of group action in their own behalf. They may wish to rise, but in the good old fashioned way, by individual ambition and merit.

Social distinctions have sharpened, especially at the boundary line formed by the railroad tracks which bisect the city. Opportunity in other respects has narrowed. Even membership in the Rotary club is tending to become hereditary. Getting and holding a job depends more and more on having the right opinions and beliefs, or none at all, or on keeping them to oneself. Middletown's fearfulness has increased, until on occasion it amounts to a state of jitters: fear of centralizing tendencies in government, of social legislation, of labor organization (the CIO in particular), of radical ideas; "fear by laborers of joining unions lest they lose their jobs; fear by office holders wanting honest government of being framed by politicians; fear by everyone to show one's hand, or to speak out."

Rightly, the authors of Middletown in Transition have devoted a whole chapter to the pervasive, controlling influence of the "X family" of manufacturers and philanthropists—namely, the Balls—in the community life. The degree and extent of their domination of business and industry, of schools and churches, of newspapers and welfare agencies in Muncie has not been exaggerated by the Lynds, who give full credit to the kindly virtues and thorough well-meaningness of the reigning family. The reviewer wonders, however, if the ramifying power of this family does not signify something besides the business class control which it is supposed merely to typify. In Muncie people speak, in careful confidence, of "this feudal barony."

Another query that might be raised is how many American communities are so nearly without articulate dissent and audible liberalism as the Muncie which is here described as Middletown, and how many have succeeded so well in keeping themselves unspotted from the outside world of liberal ideas and movements. If Middletown were America, or rather if America were Middletown, there would be no class conscious labor movement, no workers' education, no open discussion of controversial issues (on both or all sides), no youth movements or even forums where established institutions and accepted ways are questioned. They wouldn't be allowed. We should not merely discern a trend toward fascism (under some other name), we should actually be living under a fascistic regime, albeit a benevolent one.

Because the reader of Middletown in Transition will recognize many familiar and largely discouraging trends and tendencies of American life, he may too readily jump to the conclusion that this is America. There is an America that Middletown represents, but there is another America—bolder in questioning, more imaginative in action, more promising for the solution of the problems posed by change and conflict in the different parts of our material and spiritual culture. After all, even the employers of this America have learned something from the depression and its attendant events, as may be seen today by reading the newspapers. RAYMOND G. FULLER
*Newtown, Conn.*

## Credit Unions, Limited

COOPERATIVE CONSUMER CREDIT WITH SPECIAL REFERENCE TO CREDIT UNIONS, by M. R. Neifeld. Harper. 223 pp. Price $2.50 postpaid of *The Survey*.

THIS interesting volume traces briefly the development of cooperative consumer credit. The author mentions the forerunners of cooperative credit associations, beginning with Raifeisen and Schultze of Germany, the later rise of cooperative credit in Canada under the leadership of Alphonse Desjardins, and the work of Edward A. Filene in promoting the credit unions of the United States.

Comprehensive descriptions of credit unions in the rural areas of America, among employes of various government units, in big industries, in church parishes and so on, are given. The book recounts the history, philosophy, machinery and statistical growth of credit unions and shows their proper place in the consumer cooperative movement.

Characteristic of the book is its rather vigorous deflation of the claims of those credit union promoters who find in them an agency capable of serving almost all the credit and banking needs of people of small incomes. Mr. Neifeld considers that credit unions have proved unsuccessful when the membership has been expanded beyond groups that have close acquaintance and maintain face to face relationships. He points out the weaknesses of "open" unions, and claims that the low rates which credit unions are able to offer are due largely to the free service given by union officers. Without the active interest and democratic participation of members, he says, credit unions that succeed financially tend to become dishonestly managed and those that are not making money die for lack of interest.

While allowing that credit unions are very useful, Mr. Neifeld believes that they are adapted only to a limited field of operation and by no means furnish a complete substitute for such forms of



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

consumer credit as the Morris Plan banks and the small loan companies that lend on household furniture and valuables. Although these forms of consumer credit, functioning side by side with credit unions, have greatly surpassed them in volume of business done, the author points out, no substantial effort has been made to establish a cooperative basis for them. L. A. HALBERT
*Washington Consumers Club*
*Washington, D. C.*

### Intimations of Importance

FACTORS DETERMINING HUMAN BEHAVIOR: Harvard Tercentenary Publication No. I. Harvard University Press. 168 pp. Price $2.50 postpaid of *The Survey*.

TO this first publication of the three symposia of the Harvard Conference of Arts and Sciences in 1936, we naturally turn with great interest. Because of the importance of the occasion, we know that this small volume must represent the most mature thought of the contributors. Eight addresses were given in this series by a cosmopolitan group. Only a hint of their content can be given within the limitations of reviewing space.

The nervous system and the endocrine organs as factors in behavior receive short attention through articles by Adrian of England and Collip of Montreal. They could do little more than suggest the importance of the researches being developed in their fields. Piaget of Geneva offers his conception of determinants of intellectual evolution in the child. Jung surveys some theoretical and phenomenal considerations of the psychological factors in human behavior, with emphasis upon the groups of instincts and the way in which they work. Janet has a considerably longer paper entitled, Psychological Strength and Weakness in Mental Diseases. As a matter of fact, he deals with and gives many illustrations of conditions of psychological weakness in those who are not mentally diseased. To the reviewer it seems curious that he entirely neglects one part of his subject, namely, psychological strength. Logic as a determinant of behavior is rather discredited by Carnap, formerly of Prague. He discerns clearly that men are more dominated by their passions than by their reason. Lowell, president emeritus of Harvard, draws upon history for material demonstrating that men may attain a self-consistent and harmonious system of conducting their affairs, "if conditions happen to be just right." In his conclusions he seems to be backing and filling not a little, but perhaps justifiably. Malinowsky of London, anthropologist, gives a number of illustrations of how culture determines behavior, and argues that in modern society the machine has been allowed to overpower man. "Our present situation is undoubtedly passing through a very


## BOOKS FOR THE SOCIAL WORKER

*A Significant Publication in the Field of Community Life*

NEW AMERICANS IN ALLEGHENY COUNTY

A Cultural Study

by MARY E. HURLBUTT

This pamphlet comes at a time when the interest of social workers in the cultural and psychological background of nationality groups is being increasingly aroused. The contents include interviews revealing attitudes both of our older population and our new, also chapters on *Population Trends, Nationality Communities, Citizenship Training, Naturalization, Case Work for the Foreign Born Family,* and *The Program of International Institutes.*

**114 pages.** **75¢ per copy.**

*Order from*

THE SURVEY, BOOK DEPARTMENT
112 East 19th Street, New York, N. Y.

THE NEW YORK SCHOOL OF SOCIAL WORK

## BOOKS
**Every Social Worker Should Own**

*"If a small portion of the amounts now spent upon the upkeep of prisons, reform schools and mental hospitals were applied to child guidance, it would go a long way toward making such institutions unnecessary and saving innumerable broken lives as well," say the authors,* ***Wexberg*** *and* ***Fritsch,*** *in*

OUR CHILDREN IN A CHANGING WORLD

written from the viewpoint that children are neither good nor bad; they are simply human beings with certain inherent instincts, desires and capabilities welded with experience and training to form a final pattern of personality. $2.00

**Burrow's**

THE BIOLOGY OF HUMAN CONFLICT

Curing the neurotic individual who is "unable to make the grade" cannot solve the problem of man's mental and social disorder. This book presents a fundamentally altered attitude toward the problem of mental disease. $3.50

**Appel-Strecker's**

PRACTICAL EXAMINATION OF PERSONALITY AND BEHAVIOR DISORDERS

Gives the actual technique for conducting an interview. " . . . One of the few books which goes much further than the bare statement that tact must be used in eliciting the facts." $2.00

**THE MACMILLAN COMPANY**
**Publishers** **New York**

## HANDBOOK ON SOCIAL WORK ENGINEERING

By JUNE PURCELL GUILD and ARTHUR ALDEN GUILD

A book valuable to public welfare workers, social case workers, medical workers, and those employed in other fields of social work by providing methods of organizing to meet the social problems of their communities. Agency board members join professional social workers in proclaiming Social Work Engineering as something new in the field of social organization and financial support, practical, readable, authoritative.

$1.50 prepaid from The Survey




PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

severe, perhaps a critical, stage of maladjustment"; but, he thinks, we may yet hope that the spirit of science will prevail in the conduct of human affairs. The reviewer in the interest of his own craft has read most of this little book a second time and expects to come back to it again—perhaps this proves its significance. WILLIAM HEALY, M.D.
*Judge Baker Foundation*

## Cum Laude

APPLIED DIETETICS, by Frances Stern. Williams and Wilkins. 263 pp. Price $3.50 postpaid of *The Survey*.

IN my perusal of many books I have found none like Applied Dietetics. The scientific facts are clearly, briefly and accurately stated. The tables and charts are excellent and should prove of great help to those in the field of practical dietetics and to those whose duties involve the simplification of the field of nutrition. The time, labor and effort that has gone toward the building of this book are readily apparent in the carefully worked out and clearly expressed charts and tables. This is an admirable summary of information based on years of work, tireless effort and a thorough acquaintance with available literature. E. V. MCCOLLUM
*Department of biochemistry,*
*Johns Hopkins University*

## A Hard Road to Travel

SOCIAL TREATMENT IN PROBATION AND DELINQUENCY, by Pauline V. Young. McGraw-Hill. 646 pp. Price $4 postpaid of *The Survey*.

THERE are two kinds of people, both making valuable contributions towards the control of juvenile and adult delinquency in this country. In the first group are those intrepid souls who have joined the ranks of actual workers in the fields of social work, probation and institution management. The other group consists of students, college professors, social surveyors and office workers who sit on the side lines or in their professorial chairs and tell the first group how it should be done. The persons in this latter group are intelligent, public spirited and possessed of a real desire to bring order out of chaos in a very difficult field. They have naturally, in recent years, brought dismay and discouragement to those in the first group. We have had surveys which have successfully demonstrated the failure, first, of our prisons, then in turn of our reformatories, training schools, juvenile courts, social case work agencies and group work agencies. We could be pardoned for thinking that many of our efforts in the prevention of juvenile delinquency are wholly futile. Quite recently a study by the U. S. Children's Bureau concerned itself with the adjustment in the cases of 751 boys who have been released from five training schools in this country. The persons who developed this study were obviously charitably inclined and yet they could only point to a successful adjustment of about one third of these boys. In the case of at least three of these five schools, the institution was presided over by men who were generally regarded as leaders in their field. If such men cannot succeed, there are those who are ready to predict that success is impossible.

We may hazard such an opinion as a result of the Glueck study of the Boston juvenile court and the Healy clinic cases. In all these social studies the critic points out in a manner which seems reasonable enough the defects in the procedures which he has studied. He suggests the thought that after all perhaps the task was impossible and our communities must be entirely reorganized before any of the more orthodox instruments for individual social rehabilitation can function adequately. Roscoe Pound in his penetrating foreword to Mrs. Young's book puts his finger upon the outstanding difficulty of expecting law enforcement or police activity and social or remedial case work from one and the same agency.

Inevitably therefore the demand is made for a more Social Treatment in Probation and Delinquency. Pauline V. Young of the University of Southern California takes this exact title for a treatise intended as a handbook for those who work with young offenders. As such it is a valuable piece of work. It proceeds upon the case method made famous a generation or two ago by the Harvard Law School, and in addition to actual cases discusses the many and abstruse aspects of work with juvenile delinquents.

To the general student of modern sociological questions, there is much to ponder in this volume. Can we combine that kind of procedure which the Anglo-Saxon has come to regard as fundamental to our civilization, namely the trial of a case in court, with the somewhat inconsistent procedure known as individual case work? After presenting in Part I the new method of approach in the handling of a juvenile offender, Mrs. Young discusses the possibility of individualizing justice and socializing court procedure. She then makes these rather general terms clearer by applying them to life studies.

We can well make the plea that the probation officer or the institution worker needs all the sympathy and support and assistance that we can give. Mrs. Young comes to the same conclusions we must all reach: that in the long run the utilization of all community resources will more surely prevent crime and that work with unadjusted youth and parents will more surely succeed as we modify the deleterious neighborhood environment. Nevertheless many an underprivileged boy has risen above his environment and many a more fortunately placed youngster has become a social problem. After coordinating councils have improved our neighborhoods, the probation officer will still be struggling with the case of the individual delinquent.
*New York* SANFORD BATES

## Practical Handbook

CLINICAL PSYCHOLOGY, by C. M. Louttit, with a Foreword by L. T. Meiks. Harper. 695 pp. Price $3.50 postpaid of *The Survey*.

INTENDED as a textbook of clinical psychology, this is a practical handbook for students of children's behavior problems. The author recognizes that clinical psychology draws its data and methods from psychology, medicine, education and sociology. With this point of view, he presents diagnostic methods and analyzes problems related to special abilities and disabilities. The discussions of human behavior and personality disorders are based upon present concepts concerning functional and organic disorders.
IRA S. WILE, M.D.

## Lessons in Labor

INDUSTRIAL RELATIONS IN THE SAN FRANCISCO BUILDING TRADES, by Frederick L. Ryan. University of Oklahoma Press. 241 pp. Price $3 postpaid of *The Survey*.

HERE is an excellent study of labor relations in the San Francisco building trades and an invaluable contribution to the history of unionism in the United States Mr. Ryan has done a workman-like job in describing the political and economic factors which led to the downfall of the once powerful San Francisco Building Trades Council.

The volume holds a pertinent and timely lesson for those who cling to a belief in the virtues of horizontal unionism and who look upon autocratic control of union affairs as the best means of achieving unity among organized workers. Chapters IV and V detail the petty jurisdictional disputes between the several crafts which caused constant bickering among the unions in the council and which were in large measure responsible for the rise of the San Francisco Industrial Association, arch enemy of organized labor in that city.

The following pithy paragraph epitomizes some of the author's principal findings:

"It seems clear, from the above description, that the craft type of organization, and the policy of collaboration between the unions' leaders and the employers, created disunion politically as well as industrially. The dictum of rewarding labor's friends and defeating labor's enemies resulted in labor's ultimate defeat. The voting strength of one union was nullified by the opposing votes



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

of another. Even when candidates were elected, no united pressure forced them to act in labor's interests. It seems clear, also that an industrial form of organization would have prevented the splitting tactics of politicians, and would have provided the united force that was necessary to have measures favorable to labor adopted."

Mr. Ryan certainly has no illusions about the "impartiality" of the San Francisco Industrial Association with regard to unionism. The present reviewer, who has had ample opportunity to watch the policies and activities of this employers' organization, concurs that to this association a good union is a weak union and a dead union the acme of perfection.

The reviewer is not as optimistic about the outlook for the future as is the author, who sees in the present rank and file movement an indication of the development of industrial unionism and political unity in the San Francisco building trades. He may be right; but have the old leaders, many of whom are still at the helm of the building trades unions, learned the lessons of the past which this book so well depicts?

*Washington, D. C.* LOUIS BLOCH

## Half a Task

THE TEACHING OF CONTROVERSIAL SUBJECTS, by Edward L. Thorndike. Harvard University Press. 39 pp. Price $1 postpaid of *The Survey*.

IT is to be hoped that Professor Thorndike will not regard this all too brief statement (the Inglis Lecture, 1937) as a sufficient contribution to an important and difficult subject. For he raises serious doubts as to the adequacy of his approach to it. After giving undeserved comfort to those who would avoid the teaching of controversial subjects, he suggests that training students for weighing conflicting arguments means primarily teaching them how to identify the expert.

"In men of high ability," we are told, "the harm done by partiality is less than the good done by intimate knowledge." Since, however, "popular preachers, novelists, politicians and bureaucrats" are to be guarded against, there remain more or less undisputed in the seats of authority the professional tools of vested interests. This appalling conclusion is reached by a reasoning which leaves out of account the pedagogical values of classroom exercises in tracing conflicting statements and proposals to their roots in probable motivations and attitudes.

The task for the educator is only half done when he has shown how to weight in relation to established facts the credibility of statements for or against a given proposition. The job which remains is to sensitize the students to a recognition of the policies and outlooks on life that underlie the arguments. The student's business is not so much to decide between conflicting views, as to understand the differences in feeling as well as in factual knowledge from which they spring.

*New York* BRUNO LASKER

## Facts—Not Arguments

INTERRACIAL JUSTICE: A STUDY OF THE CATHOLIC DOCTRINE OF RACE RELATIONS, by John LaFarge, S.J. America Press. 226 pp. Price $2 postpaid of *The Survey*.

NO ONE is better qualified than Father LaFarge to discuss the Catholic attitude on race relations. For many years he was pastor in charge of a Negro church. More recently, as associate editor of *America*, he has had wide contacts with outstanding Negro leaders as well as with white persons interested in racial problems. With this background, Father LaFarge has achieved a dispassionate and factual survey of the American Negro, his problems and their solutions. The tone of the book is not controversial. Father LaFarge does not argue; he gives facts. "I have not so much tried to persuade people to walk on a certain road, as to show them the road that I am convinced they are sooner or later going to walk on," he explains. Although Interracial Justice is written primarily for Catholics, certainly 90 percent of the material will be equally useful to others. PAUL HANLY FURFEY

*Catholic University of America, Washington, D. C.*

## Handle with Care

THE NURSERY YEARS, by Susan Isaacs. Vanguard. 138 pp. Price $1 postpaid of *The Survey*.

THE Nursery Years is a very readable little book. One would like to recommend it to all parents of young children because of its many common sense points of view, its numerous practical suggestions, and the author's genuine ability to present scientific material in a form that is interesting and easy to read. But in spite of these good characteristics one hesitates to urge parents to read this little book without careful warnings.

In the first place, the author fails to distinguish for her readers between facts gathered by careful experimentation (that is, the findings of genuine research) and the hypotheses or the principles which, although they may be based upon experience, nevertheless are still unproved hypotheses. She presents some most challengeable interpretations of the behavior of young children along with such data as the specific *norms of development* determined by Dr. Arnold Gesell through long and careful research experimentation, as if the two kinds of material were objective facts of equal dependability.

Second, the author has obviously accepted all the fundamental hypotheses of the psychoanalytic school and proceeds to explain the behavior of young children on these assumptions, presenting them not as theories but as facts. She has done this so generally and uncritically throughout her book that one who has not accepted psychoanalytic theory in toto is forced to disagree with her on many vital points. For example, almost anyone experienced in the handling of young children and familiar with mental hygiene principles will agree that when one finds the child of three or four playing with his genital organ one does nothing about it directly. But certainly many will not agree that the small child's masturbation is caused by his "struggle to overcome his desire for absolute possession of his mother, and his sense of rivalry with his otherwise loved father."

In spite of these weaknesses, The Nursery Years represents an excellent exposition of many common sense principles and some ascertained facts regarding modern child training and has much to offer the parent who will not be too gullible in accepting everything the author says. ETHEL KAWIN

*Psychologist, Laboratory Schools University of Chicago*

## Infant Profession

HOUSING MANAGEMENT, by Beatrice G. Rosahn and Abraham Goldfeld. Covici-Friede. 414 pp. Price $4 postpaid of *The Survey*.

THE first book to be devoted to the pioneer field of public housing management in this country, this volume describes a new profession in the making and treats its distinct philosophy, ethics and techniques.

"Public housing management is more than the mere operation of commercial buildings; more than a social worker's effort to rehabilitate unadjusted or uneducated families; more than the introduction of a recreation program; and more than the cultivation of public interest in a community undertaking. It is, in varying degrees, a combination of these."

In these words the authors lay out the area of their discussion. They draw upon actual managerial experience for a practical analysis of administration, including the selection and placement of tenants, building maintenance and community activities.

The reader is advised to turn first to the section on community activities, for this reveals the very essence of the book —the manager's relations to tenants, individually and in groups. Here is found an illustration of democracy applied to daily living. As interpreted by these authors, the tenant-manager relationship



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# CLASSIFIED ADVERTISEMENTS

*Rates:* Display: 21 cents a line, 14 agate lines to the inch. Want advertisements five cents per word or initial, including address or box number. Minimum charge, first insertion, $1.00. Cash with orders. Discounts: 5% on three insertions; 10% on six insertions. Address Advertising Department.

TEL.: ALGONQUIN 4-7490 **SURVEY MIDMONTHLY** 112 EAST 19th ST. NEW YORK CITY

## WORKERS WANTED

Jewish woman 35-40. Supervisory-Cottage Mother duties. Salary plus maintenance. 4225 Burlingame, Detroit, Michigan.

Medical Social Case Worker, graduate of a recognized school of social work. Salary $150 month. 7432 Survey.

## SITUATIONS WANTED

**DIRECTOR OF BOYS' INSTITUTION** desires change of position beginning September. Experience in group work, community centre activities, camping and case work. College graduate, social work training. Progressive education viewpoint. 7422 Survey.

Man under thirty. Recreation work or teaching in recreation center, school or camp. Qualified to direct playground; sports including baseball, basketball, wrestling, track and swimming; to teach physical education and several sciences. College graduate one year's additional training. Available after June fifteenth. 7443 Survey.

Experienced Orphanage Superintendent seeking position in modern Institution for Girls. 7444 Survey.

Young widow, trained in child-care, desires position in a refined motherless home, children's institution or summer hotel. References exchanged. 7445 Survey.

## MISCELLANEOUS

Believing some men and women are burdened, anxious, needing help in meeting perplexing personal problems, a retired physician offers friendly counsel for those who desire it. No fees. 7419 Survey.

## ROOM FOR RENT

At 52 Gramercy Park North. Double room and bath overlooking the Park to sublet. Unfurnished $60 a month; furnished $70 a month. Rate includes maid service and telephone. For information call PLaza 3-2396 between 9 and 5. After 5 o'clock and over week-ends call WIc. 2-8457.

## PAMPHLETS AND PERIODICALS

**The American Journal of Nursing** shows the part which professional nurses take in the betterment of the world. Put it in your library. $3.00 a year. 50 West 50 Street, New York, N. Y.

**Your Own Agency**

This is the counseling and placement agency sponsored jointly by the American Association of Social Workers and the National Organization for Public Health Nursing, National, Non-Profit making.

*Joint Vocational Service*

(Agency)

122 East 22nd Street, 7th floor, New York

**GERTRUDE R. STEIN, INC.**

*Vocational Service Agency*

11 East 44th Street NEW YORK

MUrray Hill 2-4784

A professional employment bureau specializing in social service, institutional, dietetic, medical, publicity, advertising and secretarial positions.

## SUPPLYING INSTITUTIONAL TRADE

**SEEMAN BROS., INC.**

*Groceries*

Hudson and North Moore Streets
New York

## LITERARY SERVICE

Special articles, theses, speeches, papers. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

## to EMPLOYERS

Who Are Planning to Increase Their Staffs

*We Supply:*

| | | |
|---|---|---|
| Executives | Dietitians | Grad. Nurses |
| Case Workers | Housekeepers | Sec'y-Stenogs. |
| Recreation Workers | Matrons | Stenographers |
| Psychiatric Social Workers | Housemothers | Bookkeepers |
| Occupational Therapists | Teachers | Typists |
| | | Telephone Operators |

**HOLMES EXECUTIVE PERSONNEL**

One East 42nd Street New York City

Agency Tel.: MU 2-7575 Gertrude D. Holmes, *Director*

WPA FEDERAL THEATRE 25¢ to 55¢

**CANDIDE—HOW LONG, BRETHREN** — BAYES THEATRE, 44th St., W. of B'way, Eves. at 9. BRy. 9-3648

**POWER** — RITZ THEATRE, 48th Street, West of B'way, Evenings at 9. MEd. 3-0912

**PROF. MAMLOCK** — DALY'S THEATRE, 63rd Street, East of Broadway, Eves. at 8:40. CIrcle 7-5852

**PAUL GREEN PLAYS**
**"Hymn to the Rising Sun"**
**"Unto Such Glory"**
ADELPHI THEATRE, 54th Street, East of 7th Avenue, June 3, 4, 5, 10, 11, 12—8:30

Special Children's Theatre—ADELPHI Th., 54th St., E. of 7th Av.—15c-25c
Wednesday, Thursday, Friday at 4 P.M. Saturday Mat. at 2:30
**"REVOLT OF THE BEAVERS"**


becomes vital and creative of something new. They show it wrought from actual experience in handling human problems, those arising from the precarious social-economic status of many tenants of public housing as well as the usual tenant-management relationships.

This book is timely because it answers the questions of those who, for the first time, now are becoming interested in housing. How will people who have been accustomed to slum dwelling live in new, modern housing? It answers the questions of those who will be responsible for the management of new public housing. How may these houses be economically and efficiently managed, and serve to bring about community improvement? Commercial housing management also will find useful suggestions of new ways of meeting maintenance and tenant problems.

Description of detailed management practices of nine housing projects affecting tenants of different economic levels, completes the picture of what management means today and will mean tomorrow to the housing program of the nation. HARRIET TOWNSEND
*Teachers College, New York*

## Run of the Shelves

POVERTY AND DEPENDENCY, by John Lewis Gillin. Appleton-Century. 755 pp. Price $4 postpaid of *The Survey*.

A COMPLETE revision of the well-known text first published in 1921, together with much new material bringing it up to date for classroom purposes.

BOOK OF THE CAMP FIRE GIRLS. 247 pp. Price 50 cents from Camp Fire Outfitting Co., 197 Green Street, New York.

NEW, revised edition of the handbook and manual of the organization which, since its founding in 1912, has had more than two million members.

SOME AMERICAN PIONEERS IN SOCIAL WELFARE: Selected Documents with Editorial Notes by Edith Abbott. University of Chicago Press. 189 pp. Price $1 postpaid of *The Survey*.

A COLLECTION of documents related to the beginnings of social services in this country through the activities of Benjamin Rush, Benjamin Franklin, Thomas Eddy, Stephen Girard, Samuel Gridley Howe, Dorothea L. Dix and Charles Loring Brace, "pioneers with social vision which outran the years." Appended are two chapters: Three American Poor Relief Documents 1870-1885, and The First Public Welfare Associations. All the chapters have appeared in early issues of the *Social Service Review* and all will be included in the volume, A Documentary History of Social Welfare in England and America, now in preparation by Miss Abbott and her associates in the faculty of the School of Social Service Administration.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED